Canadian Centre for Occupational Health and Safety

Centre canadien d'hygiène et de sécurité au travail

Participation in the Control of Workplace Hazards

A Workshop

P88-18E

Canadian Centre
for Occupational Health
and Safety

Participation in the Control of Workplace Hazards

A Workshop

Hamilton, Ontario

April 19 and 20, 1988

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Canadian Centre
for Occupational
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PARTICIPATION IN THE CONTROL OF WORKPLACE HAZARDS

A WORKSHOP

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Summary

Participation in workplace occupational health and safety has become a foremost strategy in the effort to reduce workplace injuries and illness. Joint health and safety committees are legislated throughout Canada for workplaces with certain numbers of employees.

On April 19 and 20, 1988, the Canadian Centre for Occupational Health and Safety held a workshop on Participation in the Control of Workplace Hazards.

A panel discussion by Linda Jolley, Director, OHS, Ontario Federation of Labour; Tom Farrell, Superintendent, Safety and Protection, Inco Ltd, Manitoba Division; and Georgio Gaudet, Chairman, New Brunswick Occupational Health and Safety Commission opened the workshop. The panel recognized that the committee system had only been effective in workplaces strongly committed to health and safety and to participation.

It was emphasized that control of workplace hazards through participation does not just happen—it requires a lot of training. In legislating the internal responsibility system, government has not defined the role and responsibilities of committees—the panel agreed this made enforcement difficult and effectiveness uncertain.

After intense discussion, small groups of management, professional, labour and government returned to hear another panel speak about "Another kind of participation—the BC experience." Verna Ledger, Director of Safety and Health, IWA-Canada, Regional Council No 1; Bert Painter, Senior Research Associate, BC Research; and Bob Sitter, Vice President, Manufacturing, International Forest Products Limited described a still ongoing experience where intensive training was followed by intensive participation; over the past five years this has brought the safety record of International Forest Products Limited from one of the worst in the industry to an outstanding one.

After sessions in mixed groups dealing with: Objectives of Occupational Safety and Health Committees, Objectives of Participation, Tools of Participation, Control of Work Processes, and Control of Hazards, labour, management, and professionals met in homogeneous groups to formulate conclusions and recommendations. These were reported in the closing plenary session. For the first time in a Centre workshop a government report was presented.

There was general agreement that

- Participation is vital to building health and safety into the work process; health and safety should be an integral part of the product.

Summary
continued

- There must be commitment to health and safety and to develop participative approaches from the top of an organization right through the workforce.
- Worker participation in the control of workplace hazards does not mean infringement of management's rights for control of the workplace.
- Training should be developed jointly, given jointly and received jointly.
- The common core education and training must include hazard awareness, knowledge of hazard control and communication skills.
- Occupational health and safety must be part of the curriculum in secondary school. Health and safety should be part of various, and not just occupational health and safety, professional curricula, was again recommended (a point that has been raised at several workshops).
- A standard of education should be developed for all occupational health and safety committees.
- Committees must not only make recommendations but also have joint responsibility for follow-up.

Other points:

- Labour felt legislation and support were prerequisites to effective participation.
- Management is prepared to share control and stated that it is management's responsibility to provide leadership.

Government agreed with these points. It also recognized the need to enhance legislation to include compulsory training for health and safety representatives; time for committee preparation; and training for joint work processes. It also recommended that government review funding for workplace initiatives.

The Canadian Centre
for Occupational Health and Safety

A Workshop

PARTICIPATION IN THE CONTROL OF WORKPLACE HAZARDS

Tuesday, April 19 and Wednesday, April 20, 1988
Holiday Inn Hamilton, Hamilton, Ontario

PARTICIPANT AGENDA

Tuesday, April 19, 1988

8:15 am	REGISTRATION AND COFFEE - Pavilion B Foyer
9:00 am	WELCOME - Pavilion B
9:15-9:45 am	Panel Discussion - Pavilion B
	Occupational Safety and Health Committees
	Labour - Linda Jolley, Director, OHS, Ontario Federation of Labour
	Management - To Be Announced
	Government - Georgio Gaudet, Chairman, New Brunswick Occupational Health and Safety Commission
10:45-11:00 am	COFFEE - Pavilion B Foyer
11:00-12:15 pm	**Workshop #1 - Objectives of Occupational Safety and Health Committees**
	(a) What is the role of the occupational safety and health committee, legislated and otherwise?
	(b) Who should participate? Who does participate?
	(c) What is the committee/workforce/management interaction?
	(d) What is the extent of interest in the occupational safety and health committee?
	(e) How seriously is the committee taken? By workers? By management?
12:30-1:30 pm	LUNCH - Victoria/Albert Room

1:30-2:30 pm — Panel Discussion - Pavilion B

Another Kind of Participation - the BC Experience

Bert Painter, Associate, BC Research Council

Verna Ledger, Director of Safety and Health, International Woodworkers of America, Regional Council No 1

Bob Sitter, Vice President Manufacturing, International Forest Products Ltd

2:30-3:30 pm — **Workshop #2 - Objectives of Participation**

(a) What is the difference between direct and indirect participation?

(b) Can you deal with occupational safety and health issues without dealing with work issues?

(c) Can there be direct participation in work processes, workplace design, organization of work?

(d) How far can the participation go towards decision-making? On what?

3:30-3:45 pm — COFFEE - Pavilion B Foyer

3:45-4:45 pm — **Workshop #3 - Tools of Participation**

(a) What do people need to know to participate?

(b) How do they learn?

(c) How important is information? What kind of information?

(c) How is it accessed?

(d) Who is trained? By whom? For what? When?

6:30 pm — Cash Bar - Pavilion C

for 7:00 pm — DINNER

Wednesday, April 20, 1988

9:00-10:00 am	**Workshop #4 - Control of Work Processes**
	(a) Can you control work hazards without control of work processes?
	(b) Who has knowledge of the hazards of work processes? How?
	(c) Who has the ability to control work processes?
	(d) Who participates in the control of work processes?
	(e) Who controls the work processes?
10:00-10:15 am	COFFEE - Pavilion B Foyer
10:15-11:15 am	**Workshop #5 - Control of Hazards**
	(a) What are the objectives of workplace participation?
	(b) What results can you expect?
	(c) Does participation mean decision-making? Partial? Total?
	(d) Does participation mean control of the workplace?
	(e) How can participation lead to control of hazards?
11:15-12:30 pm	**Workshop #6 - The Way Forward** (Homogeneous Groups)
12:45-1:45 pm	LUNCH - Pavilion C
2:00-4:00 pm	**Plenary Session** - Pavilion B
	Reports of Homogeneous Groups
	Recommendations and Directions for the Future
4:00 pm	**Close of Workshop**

Welcome

Lillian Vine

Good morning and welcome to the Centre's workshop on Participation in the Control of Workplace Hazards. I'm Lillian Vine, Manager of Committees and Workshops at the Centre. Our President and Chief Executive Officer, Gordon Atherley would have liked to be here to welcome you, but is in Ottawa at the Main Estimates Committee.

The Centre is a tripartite organization; it is governed by a Council of Governors representing the provinces, territories, and the federal government, labour and management. This Council sets our policies and directions. We are funded by the federal government. The Council's constantly re-affirmed priority for the Centre is that it should provide information in occupational health and safety to promote healthy and safe workplaces in Canada. The principle of free access to understandable, trustworthy information is one our Governors have held dear and defended from the creation of the Centre to this day. Professional and scientific staff at the Centre give information that is factual, numbers or data; they review scientific literature, state different views and express this professional judgment. But we felt there was another dimension to the information and that was value judgment. Not straight information evaluated on scientific grounds but judgment based on values, on feelings that had to come from outside the staff. That's how the workshop process was born. The first one, about two years ago, was on Medical Surveillance. Medical Surveillance was a contentious subject—people were very upset with each other. We brought some fifty people together, we organized a framework for discussion, and together they talked for two days. They found much common ground. The Proceedings which came out of that workshop have been distributed and discussed all over the country and, from what we hear, have resulted in changes. Since then, we've had several workshops. I think it's fun to be a part of them—I hope you'll feel that way too. Most of the time, you'll be doing the work. You will meet with people who are interested in the issues, as you are. You will hear from two very interesting panels.

At the end of two days, you will find, as most workshop participants have done, that you have established a lot of common ground; that there is cause for optimism because people are prepared to work together, they hold the same values, and your joint value judgments can move occupational health and safety forward. You're going to have a very exciting two days. I look forward to hearing back from you tomorrow.

When you read the proceedings, you will find your words and your value judgments. And many Canadians at many working places will be able to share your agreements and so enlarge the common ground.

Occupational Safety and Health Committees
Panel Discussion

Labour
Linda Jolley, Director, OHS, Ontario Federation of Labour

Management
Tom Farrell, Superintendent, Safety & Protection, Inco Ltd.

Government
Georgio Gaudet, Chairman, New Brunswick Occupational Health and Safety Commission

Panel discussion

Occupational health and safety committees

There are two panels in this workshop. The first one deals with occupational health and safety committees from the points of view of labour, management and government. The people on the platform all have had extensive experience and have interesting ideas to share. They will speak fairly briefly so a lot of time is available for discussion, because that's what workshops are about.

First to speak will be Georgio Gaudet, Chairman of the New Brunswick Occupational Health and Safety Commission. The Commission, through a tripartite administrative structure (labour, employers and government), is responsible for promoting health and safety in the workplace and for enforcing health and safety standards in New Brunswick. Georgio Gaudet has been in this position since January 1986.

After obtaining a BA at the Universityé de Moncton, an MA in Social Work at the Université de Montréal in Québec and a Diploma in Management "Career Assignment Program" from the Public Service Commission of Canada 1973, he began work; throughout his career, he has worked with people and with government. He has been a teacher in a senior high school of a correctional type, a social worker, a supervisor of Child Welfare Services in the Department of Health and Welfare in New Brunswick. And since then, he's been involved in government policy.

My contact with Georgio comes from the policy he sets as a member of the Centre's Council of Governors and its Executive Board and earlier its Information Policy Committee. Georgio has been involved with health and safety committees from the time they were started; his sharing of that experience will be a useful start to your discussion on participation in the control of workplace hazards.

Next to speak will be Tom Farrell. Tom Farrell comes from Thompson, Manitoba; in his résumé I discovered that this westerner hails from Port Colborne, Ontario. He's a graduate in Business from Niagara University in Niagara Falls, New York and a graduate in Administration from Notre Dame College School in Welland, Ontario who joined Inco and transferred to Thompson, Manitoba. He's still an Ontarian in some ways even though his experience in Manitoba has been broad.

Since transferring to Thompson, Tom has worked in positions of increasing responsibility in the Thompson Refinery where he is the Superintendent of Safety and Protection. His responsibilities include administration of the Workers' Compensation Act as it applies to the Manitoba Division of Inco Limited, coordination of employee rehabilitation programs, development and coordination of safety and health programs and monitoring their effectiveness among other things.

Occupational health and safety committees *continued*

He has also done some interesting things in the City of Thompson; he represented management on Manitoba Workers' Compensation Legislative Review Committee, was a member of Council in the City of Thompson, a member of the Municipal Board of Manitoba and Mayor of the City of Thompson.

Linda Jolley has been the Director of Occupational Health and Safety for the Ontario Federation of Labour since September 1986. Before joining the staff of the Ontario Federation of Labour, she worked as a consultant to the labour movement on issues in occupational health and safety and Workers' Compensation. During that time, she acted as a consultant to the Canadian Labour Congress and was a member of the Steering Committee and several of the technical committees in the Workplace Hazardous Materials Information System tripartite consultations.

Linda has developed many training materials used in worker education in health and safety and was the original coordinator of the Ontario Federation of Labour Health and Safety Training Centre; is has now become the Workers' Health and Safety Centre, funded by the WCB. She was responsible for the development of its thirty-hour training program and wrote much of the level II program also provided by the Workers' Centre.

Before working for the labour movement, Linda worked as research associate to Stephen Lewis, former leader of the Ontario New Democratic Party.

Since I first asked Linda to be on this panel, she has been appointed to the Council of Governors of CCOHS.

Their presentations, I am sure, will stimulate a good discussion. After this session, you will go to your groups and begin to work. I wish you very fruitful deliberations over the next two days.

Georgio Gaudet

I am pleased to be here to give an historical perspective on the joint health and safety committee.

The role of joint health and safety committees in the occupational health and safety problem-solving and decision-making process is an evolving one in Canada. Although each of Canada's thirteen political jurisdictions provides for their establishment and operation, the criteria vary widely—from mandatory committees in all workplaces of a certain minimum size in some jurisdictions, to other jurisdictions which only require their establishment on the specific orders of the occupational health and safety or political authorities. Despite these differences, the trend in Canada is clearly

Georgio Gaudet *continued*

toward a greater acceptance of and reliance on joint committees as a key mechanism in the process of reducing workplace accidents, illnesses and hazards.

Saskatchewan in the early 1970s was the first Canadian jurisdiction to legislate mandatory joint committees and a number of other jurisdictions adopted variations of this legislation in the late seventies. Prior to committees being required by legislation joint labour-management committees were negotiated as a provision of some collective agreements in a number of jurisdictions. As early as 1967, in the case of New Brunswick, a joint labour-management committee was established in the provision of a collective agreement to resolve a specific workplace hazard; in subsequent agreements this committee evolved into dealing with more general workplace hazards. The decisions of governments to require joint committees in legislation may not have been so much a consciously reasoned-out decision as it was one of following a trend established in the collective bargaining process. In fact, the latest jurisdictions to require joint committees may have done so because most other jurisdictions had them and they did not want to be perceived as being the odd one out. Nevertheless, in my own province, government did have some limited expectations about what could be achieved by joint committees and I daresay the same reasons may have been cited in other jurisdictions as well.

Prior to the establishment of joint committees, the responsibility for occupational health and safety in most legislation and most workplaces was seen to be a management responsibility. But there were demands for increased involvement of workers in the process. By establishing joint committees, government was given credit for giving labour a share of the responsibility for decision making that had heretofore been lacking. Viewed favourably by those who saw this as a positive development, the statutory requirement for committees could be considered to be a beginning step in the introduction of industrial democracy into the Canadian workplace.

In a number of instances, workplace health and safety issues were beginning to spill over into labour-management relations and out onto the picket line. To those who viewed this development with alarm, joint committees were seen as the mechanism which would remove occupational health and safety issues from the adversarial arena of industrial relations and allow these issues to be resolved in a non-confrontational atmosphere where the likelihood of a breakdown in labour-management relations would be defused.

Viewed in its most favourable terms, a new form of consensual decision making and problem solving would be established.

Georgio Gaudet *continued*

From its own perspective, government saw joint health and safety committees as a relatively low-cost way to extend the reach of health and safety inspectorate services into the province's workplaces and thereby maximize the efficiency of existing resources. In government's view, the joint committee mechanism would make the workplace parties themselves responsible for carrying out much of the workplace inspection process and for resolving many issues on their own.

At their very best, some joint occupational health and safety committees do work as their optimistic founders would have wished. At their very worst, they are a negative force in resolving occupational health and safety issues and controlling workplace hazards. The reason for this dichotomy is fairly obvious. The concept of joint occupational health and safety committees was adopted from other jurisdictions, but in adapting this mechanism to the Canadian workplace certain key elements that support and nurture this form of decision making were either missing or were not put in place.

Joint committees were borrowed from countries where, in comparison to Canada, the rates of unionization are high and the labour movement and employers groups have highly disciplined, centralized organizations. These factors, in addition to, among others, a multiplicity of organized forums for high-level decision making by business and labour and a tradition of support for tripartite organizations serve to strengthen the overall effectiveness of joint committees. They are not in and of themselves crucial, so their absence in Canada is not critical. What is critical and what is missing in all Canadian jurisdictions' legislation is that in addition to the supports noted previously in those other countries, the legislation gives committees a measure of authority to go along with their responsibility. In Canada the true sharing of decision making authority seems to be missing!

Lacking the statutory authority to make decisions, the effectiveness of joint committees is dependent on management at individual workplaces recognizing that they must voluntarily give committees either the authority to do the job that the legislation envisages them doing or as a matter of course accept the recommendations that the committee makes. Under present Canadian legislation and practice, the joint committee is severely limited in controlling hazards in the workplace. Under these circumstances, the internal responsibility system might more appropriately be called the internal recommendation system.

Despite these flaws which make the effectiveness of committees a hit-or-miss proposition, I do not believe we should abandon this mechanism too soon. Rather, I believe we should look at ways

Georgio Gaudet *continued*

to strengthen its authority and to make changes to current practice that could render it more effective even with the limits imposed on it by current legislation.

This opinion is based on the fact that in my own jurisdiction, I am convinced that the joint committee system in conjunction with other changes we have made has contributed to the reduction in lost-time accidents. Unfortunately, I cannot prove a direct cause-and-effect relationship, but I believe that the 20 per cent reduction in lost-time claims per 1,000 employed workers which has parallelled an eightfold increase in the number of committees over the last seven years is not unconnected.

There is no one right prescription for how we should change the current practice of how committees operate or how we can strengthen their authority, but in the interests of provoking discussion, I will suggest a few options that I believe merit consideration.

I think that given the current political context and business climate in Canada, we are unlikely to see legislation giving further statutory powers to joint committees. But legislation is only one avenue. I need not remind you that legislation is only a minimum standard in respect to the powers of a committee.

For those workplaces where the need is important enough, one option is for additional authority for the committee to be negotiated as part of the collective bargaining process or as a modus operandi of a progressive occupational health and safety system.

Another option that might be pursued would be based on expanding the basis on which companies are rated for purposes of getting rebates under the various workers' compensation incentive programs.

The current fashion in workers' compensation incentive programs is experience rating, which might be more appropriately called cost/experience rating. The variations of this scheme focus strictly on costs as a means of judging the effectiveness of health and safety programs. This provides a strong and, I believe, a worthwhile incentive for employers to reduce the costs of accidents. The problem with these schemes is that they are non-discriminatory as to how costs are reduced. Thus a mythical plant which reduces accident costs to zero through workers' and employers' agreement in not reporting accidents is equally rewarded as another mythical plant which reduces costs to zero through the implementation of a pro-active accident prevention program.

Georgio Gaudet *continued*

Cost is too narrow a criterion on which to judge the effectiveness of accident prevention programs, just as frequency rates were too narrow a criterion and just as any other single measure would be too narrow. In addition, cost/experience rating is an elastic yardstick. It doesn't measure how well you did against a standard. Rather, it measures how well you did in comparison to everybody else and, if everybody did poorly, you could end up being rewarded because you did less poorly, not because you did a good job of reducing accidents.

I firmly believe employers should be entitled to rebates on their workers' compensation payments if they implement effective occupational health and safety programs. These would provide much more encompassing effectiveness measures. In addition to the accident record, they could include measures of performance against such non-elastic standards as training and instruction of workers, supervision, monitoring of plant, equipment and machinery, inspections, and investigation of incidents, to cite a few examples.

The twinning of a cost/experience rating system to an audit system would enable it to be determined not only that a prevention program was in place, but also how accident costs were reduced and to make the size of the rebate dependent on the passing of the audit.

I believe such a two-tier system is worthy of consideration and could well be used to enhance the authority and effectiveness of the joint health and safety committee.

The joint health and safety committee would be the logical group to train to conduct the first phase of the audit, which could be subject to verification by the health and safety authorities. This audit responsibility would give a new level of authority to members of the joint committee, since the power of the purse strings is a very persuasive power. The training that the committee members would need to carry out audit would also give them an improved knowledge base; and this enhanced expertise would give them the ability to influence decision making in the workplace.

While training to conduct safety audits would improve certain aspects of the committee member's expertise, the ability of joint committees to be more effective participants in the general control of hazards in the workplace could be enhanced through a broad range of other training for members of committees. Currently, most Canadian legislation makes only a general reference to the fact that committee members should be properly trained in their duties—and that's it. There isn't any more. Now surely, given that health and safety issues in the workplace are generally

Georgio Gaudet *continued*

becoming more and more complex, it hardly seems appropriate that the level of training for the members is so vague and ill defined. As a first step, it would seem appropriate that if greater responsibility and accountability is given to joint health and safety committees, government should establish minimum standards for the training of committee members. As a further step, consideration might also be given to the quality and amount of training that committee members should have on an annual basis and payment for this training might well be the subject of labour-management negotiations.

The effectiveness of joint committees in dealing with increasingly complex issues might also be improved through the support services of neutral agencies. Organizations such as the CCOHS and provincial health and safety authorities need to be available to committees to provide them with specialized technical advice and mediation services to help them resolve problems. We simply cannot expect them to perform without adequate resources to assist them. And we can't expect the plant health and safety specialist to be viewed as a neutral person when so often part of the job is managing the workers' compensation claims or being responsible for it.

We also need to re-examine the basis on which we appear to judge the effectiveness of joint committees. Most Canadian legislation seems to presuppose that the effectiveness of committees is somehow related to the frequency of meetings. It seems to me that this is hardly a logical way to assess committees' effectiveness. It would seem much more logical to judge how well committees are performing by judging them against an annual work plan that is specifically designed to control hazards in that particular workplace. This annual work plan is the basis on which the Scandanavian equivalent of joint committees set about improving health and safety conditions in their workplaces.

A survey of the workplace is carried out annually to identify the major problems that need to be resolved. The joint committee then evaluates these hazards and establishes a work plan to deal with the most important of them on a priority basis. In establishing these priorities the committee, of course, has full access to any and all records in the same way that the inspectorate has.

It seems that this approach is the logical way to deal with controlling hazards in the workplace and to move committees away from wasting their time and energy on a never-ending series of housekeeping items that seems to occupy so many joint health and safety committees in Canada. Surely the effectiveness of a joint committee should be measured in terms of how well it deals

Georgio Gaudet *continued*

with the issues rather than on the basis that the committee met monthly. Meeting monthly proves that the committee kept busy; it does not prove it achieved anything. An annual work plan, on the other hand, establishes targets that the committee works toward and makes effectiveness goal-oriented.

It may have been that this was what was intended when we required committees to carry out monthly inspections, but it seems to have got them too bogged down in the day-to-day routine and diverted their attention from dealing with the major occupational health and safety issues in their workplace. I think it's time we remedied this.

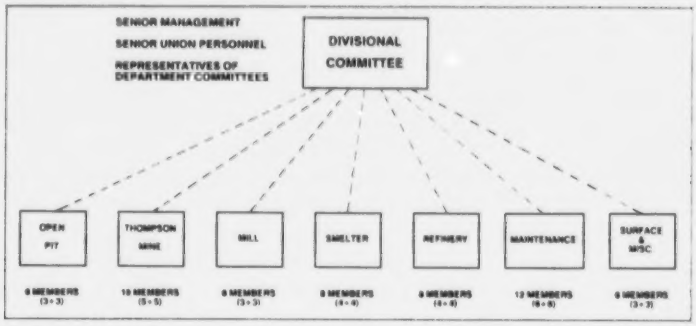
At the outset, I suggested to you that the role of joint health and safety committees was an evolving one in Canada. Further, I suggested to you that we have pre-ordained the effectiveness of joint committees to be a hit-or-miss proposition. Finally, I promised to give you some thought-provoking suggestions as to how we might help these committees evolve and improve the effectiveness that we all want them to have in controlling hazards in the workplace. Being involved in health and safety does not mean that one should not take risks; in my mind, it means safe and calculated risks with the odds that what makes common sense is a calculated investment and delivers the expected results. Maybe this is the type of venture capital that health and safety programming needs if it is to pay more dividends.

Tom Farrell

Thank you for pointing out that I work in the Manitoba Division of INCO as my comments reflect my opinion on the evolution of Safety and Health in Manitoba.

Safety and health committees have been a legislated requirement for designated employers in the Province of Manitoba since 1977. Some employers, including the company I am employed by, introduced safety and health committees through their collective bargaining agreements some years prior to their becoming a legislated requirement. In our experience, the legislation was not necessary. The safety and health committee structure that I am most familiar with is as follows.

Slide 1



This structure is somewhat different than that called for in provincial legislation, but has provided our operation with what we believe to be a successful and functioning organization. The development of safety and health committees through the earlier years was not a simple, straightforward process. Managers were sometimes reluctant to consult with committees or discuss with them plans and processes; they felt that it was their own responsibility to take action as they saw fit. Unions had expectations of committees that could not be met; the solutions to the issues were not always as straightforward as they might have originally appeared. Managers have, in the main, found that consultation and participation in safety and health committees has been of benefit to them, and the unions have realized that many of the problems to be dealt with were extremely complex, that the solutions to them can take years to implement, and that, often, a less than perfect solution has to be found.

I would like to report that our committees have evolved into fact-finding, problem-solving groups, but I would be misleading you if I were to say that all problems were simply and clearly addressed and resolved in safety and health committees. This is obviously not always the case; but in my experience, there is growing a cooperative attitude on the part of all participants in the process, and safety and health committees are becoming the vehicle for implementation of changes of all types in the workplace—a role that would have been unheard of just a few years ago. A properly structured safety and health committee can be the tool to implement the changes that must occur in workplaces on an on-going basis; and committees can break down those barriers which block the implementation of new and improved methods of dealing with a particular problem.

To be successful, a safety and health committee must recognize and reinforce the internal responsibility system in the workplace. All safety and health committee members must ensure that they do not create situations which will erode this system in the workplace. There is no question that specific problems related to

Tom Farrell *continued*

the work are best solved by the worker and the immediate supervisor; committees must carefully avoid actions that detract from the worker/supervisor relationships, as it is within this relationship that the key to continuous improvement of safety and health performance rests.

In Manitoba, the Workplace Safety and Health Act of 1977 has been amended from time to time to deal with specific concerns, but the primary thrust of the legislation has not changed significantly since its adoption. The legislation has attempted to require cooperation but the real cooperation that has developed in safety and health committees has been the result of the evolutionary process in the workplace involving managers and workers. It is a fact that the most successful and acceptable change is that which results from an evolutionary process and not through some imposed external rule.

The definition of safety in an industrial context breaks down to the improvement on an on-going and continuing basis of the practices and conditions. We must never lose sight that if we can improve practices and conditions, we will reduce the risk to the worker and we will improve the general safety of a process or operation. We must continue to focus on practices and conditions. It is necessary, when you narrow down to these two points, that all the players be involved: employers, workers, union and government.

If the key issues in safety and health are practices and conditions, we need to ensure that we do nothing that could interfere with those best able to address them—the worker and the supervisor. They are the experts; they know and understand all those thousands of activities that make up a particular job; and they must, through the internal responsibility system, be the primary source of improvement.

In our operation, we have devoted considerable time and energy to the development of fail-safe practices, not only in our major processes, but in adapting this technique to individual jobs and processes. This practice works particularly well where groups or committees can use fail-safe techniques to focus on specific activities. Many of the teams established have a variety of skills and include union representatives. There are dozens of teams across our division actively working to improve practices and conditions. It is a job that goes far beyond that of a safety and health committee because a multitude of tasks must be examined. When we examine the very serious accidents that have occurred in our operation—and I know that this holds true for other companies--we find that most serious accidents would not have been the topic of a safety and health committee examination.

Tom Farrell *continued*

I am concerned that no amount of legislated union involvement in the safety and health process can assume the responsibility for "ferreting" out those risks inherent in the many activities that form a job. Activities as simple as climbing ladders or opening valves have some elements of risk that need to be identified and examined in some detail, not with a superficial review, if risk is to be reduced. This is not to say that the safety and health committee does not have a role, but that the role is sometimes misinterpreted. Safety and health committees need to support the workplace efforts functioning on a more global basis. In my experience, safety and health committees have been most successful when they address major issues such as rehabilitation, employee assistance programs, and the introduction of new legislation into the workplace. The introduction and implementation of the Workplace Hazardous Materials Information System (WHMIS), in my opinion, will be introduced with fewest problems by the joint safety and health committees. This legislation could, in the past, have been the basis for a labour/management confrontation; but by using the committee structures as they now are constituted, the problems of misunderstanding issues will be minimized and implementation will be accomplished to the general satisfaction of all involved.

In my experience, safety and health committees have been most successful where they addressed issues and problems that could be clearly and concisely defined with facts. Committees start to run into difficulties when they get caught up in issues that are philosophical or political in nature and not clearly and concisely identified as having to do with the well-being of people in the workplace. Dr Ham and Mr Burkett, in their reports on Safety in Mines in Ontario, suggested that safety and health committees had to adopt non-political approaches.

Successful committees that I have observed over the past few years are those committees which have had a willingness to address and resolve problems as they arise. In many instances, this means that they don't end up on an agenda at a meeting but are addressed in the workplace. The speed with which problems can be addressed is often a measure of the effectiveness of a committee. Committees that carry long agendas of unresolved issues are building the basis for on-going confrontation. Committees must be able to identify problems using facts and to make appropriate recommendations to management on their resolution.

Safety and health committees functioning as advisory bodies have made significant improvements in workplaces; but I caution that changes that would empower members of a committee to act unilaterally will result in safety and health issues being addressed in an atmosphere far more closely related to the collective

Tom Farrell *continued*

bargaining process than the legislation ever intended it to be. Safety and health committees that get caught up in confrontational issues tend to fail the test in the workplace as both management and workers see the committee as a political process and begin to use it accordingly.

I believe very strongly that safety and health committees can be a positive force in the modern workplace, and I believe their function can continue to be improved, not because government may choose to use stronger legislation but because a bond of trust can be developed between worker and manager. There has always been a need in our industry to better use the skills, intelligence, and talent of all our employees, and it has never been more important than it is today. Safety and health committees have a major role to play, but the responsibility can never remain totally with the safety and health committees but must extend to all who are involved in the work process. I have a key concern about training. We live in a society that is changing so quickly that unless we spend money and time to train people, we are going to fall behind as managers, as unions, as safety and health committees or as anything else. We must be very careful not to detract from the two key players in all of this: the worker and the supervisor. They are still the key, they know what goes on; safety and health committee auditors may audit, but our ability to strengthen the relationship between worker and supervisor will be the key to improving safety and health.

Linda Jolley

First, let me thank you for inviting me here today to discuss participation in the control of workplace hazards through joint health and safety committees from a labour perspective. In Ontario, we call it the "Internal Responsibility System" with the unfortunate acronym "IRS."

I want to spend some time on the results of a survey that was done in Ontario several years ago with the participation of some 76 per cent of 3,000 joint health and safety committees across the province. I apologize for dwelling on Ontario, but I think that the survey results tell us some significant findings about worker and management participation that I suspect apply across this country.

First and foremost, I want to make it clear that, although I will criticize the present systems by which workers can participate as individuals or through joint health and safety committees, labour across this country is dedicated to the "Right to Participate" in all matters of health and safety, just as we are dedicated to the "Right to Know" about the hazards on our jobs, and the "Right

Linda Jolley *continued*

to Refuse" unsafe work. Indeed, the labour movement across Canada had been negotiating joint health and safety committees long before many provinces had placed them in legislation. In Ontario, by 1978 when our Occupational Health and Safety Act was passed mandating joint committees in many workplaces of more than 20 employees, 48 per cent of unionized workplaces had joint committees already in existence through collective agreements, and more than 50 per cent of the larger unionized workplaces, according to the Survey on Joint Committees carried out by the Advisory Council on Occupational Health and Occupational Safety that advises the Ontario Minister of Labour.

One of the major flaws in most legislation is that a significant number of workers, especially in small businesses (the major employers across the country) are largely exempted from the requirement to have joint committees—the main mechanism by which worker participation is ensured. In Ontario, it goes a step further to exempt office workers, retail and other service sector workers, farm workers, and even construction workers, who have the right to health and safety representatives on the job but not to a joint committee. If we are serious about worker participation in health and safety, all workers must have a meaningful mechanism through which they can participate.

The survey identified a fairly high level of compliance with the requirement to have a joint committee, at least on paper. But still 7 per cent of workplaces with 20 or more employees had failed to comply with the law. And indeed, we have had some very serious problems in getting joint committees established in school boards, municipalities, and hospitals.

In workplaces with fewer than 20 employees, but where there are designated or regulated substances, there is also a requirement for a joint committee; yet 34 per cent of those workplaces with hazardous substances had no such committees. There are workplaces with significant hazards, with no mechanism by which the workers can participate in the control of those hazards, again in violation of the law.

How can we talk about participation in the control of hazards in the workplace when so many workers are denied the very mechanism by which they can participate?

When we talk about participation, especially in joint committees, we assume that it means equal participation in all senses of the word. But how can we talk about equal and meaningful participation, when in 35 per cent of our joint committees management had selected the labour members on the committee,

Linda Jolley *continued*

also in violation of the Act? How can we talk about equal participation when 61 per cent of Ontario joint committees have a single chairperson, and in 73 per cent of the cases it is a member of management? The report goes on to say "that the chairperson has a number of procedural prerogatives and is usually from management is a significant feature of Ontario Joint Health and Safety Committees." Clearly, unless legislation provides for co-chairpersons or alternating chairpersons, the domination of management will continue to be a problem.

How can we talk about equal and meaningful participation when 17 per cent of Ontario committees do not even meet every three months as required by law, let alone hold more frequent meetings that would ensure better participation in the control of workplace hazards? How can we talk about participation when less than half of Ontario committees carry out monthly inspections to monitor the workplace, and 10 per cent of the joint committees do no inspections at all?

The "Right to Know" is the absolute cornerstone of participation in the control of workplace hazards. How can we participate in identifying the hazards and finding controls or solutions if we do not know what hazards, especially health hazards, exist? But the survey in Ontario found that there was unequal access to information in the workplace. Management members of joint committees were far more satisfied with the quantity and quality of the information available to them since, and I quote the report, "Management is generally better able to allocate work time to learning about health and safety matters." Unfortunately, our assembly line workers find it difficult to access the Canadian Centre, either by CCINFOdisc or online, while they are screwing in bolts.

More than 50 per cent of the worker members surveyed considered that the information available to them was merely adequate or less, and a quarter considered the information entirely inadequate.

While the majority of workers reported getting some information about toxic substances, still, more than 20 per cent of the worker members had received no such information; 25 per cent of worker members had not received Material Safety Data Sheets or even company accident or illness statistics. More than 30 per cent of the worker members had received no information about new equipment or machinery, and more than 40 per cent of worker members had no information because of trade secret claims. Even where there were designated or regulated substances, some workers were not aware of their presence or even of what they were.

Linda Jolley *continued*

Clearly, the examples of Dehavilland Aircraft and, more recently, McDonnell-Douglas, where 500 and more than 3,000 workers walked off the job in a refusal to perform unsafe work, brings this lack of information, controls, and training home. In both cases, workers had not received instruction or information about isocyanates and other regulated substances. And in both cases the Ministry of Labour had issued orders stating that the exposures were not under control. Yet, despite legal requirements, it took major job refusals before information, training, and controls were implemented. It simply shouldn't have to be that hard!

The lack of information for workers was found to be especially troublesome, given that information was a major determinant in the success of the joint health and safety committees. The author of the survey found that the lack of information and skills among worker members greatly inhibited them from participating in joint problem solving—surely the basic objective for the establishment of such committees.

Now WHMIS, the Workplace Hazardous Materials Information System, will address some of that problem. But our recent concern there is that there are many fly-by-night consultants coming out of the woodwork to provide an hour or an hour-and-a-half training on WHMIS. Clearly, worker members on the joint committees must participate in deciding what training is really needed to ensure a thorough understanding of WHMIS and its hazardous materials.

And speaking of training, how can we talk about real or meaningful participation when 20 per cent of management and 40 per cent of the worker members on joint committees had had no training whatsoever, and what training they had taken, tended to be one- or two-day seminars at best? Our legislation and regulations require joint committees to do a number of serious functions like accident investigations, workplace assessments, development of control programs for regulated substances, yet there is no requirement that these members get any skill training whatsoever.

A significant number of joint committees in Ontario were found to be functioning only adequately and 12 per cent were considered to be functioning on paper only. Between 19 per cent and 26 per cent of the committees in Ontario made no recommendations at all, and when they did, 10 per cent of their recommendations were rejected out of hand by management with no explanation. Indeed, how can we talk about equal participation when the role of joint committees and especially worker members on joint committees is limited to advising only, and the real decision-making power remains with management?

Linda Jolley *continued*

We find that both government and management talk about sharing responsibility through this participation, but responsibility, like participation, encompasses some concept of authority or influence. It is clear from this survey that workers simply do not have the authority or influence to make decisions on the control of hazards in their workplace.

Findings of unequal access to information, lack of training, lack of resources and lack of preparation time for workers led the author of that survey to conclude, and I quote:

> Another concern is the issue of workers' ability to influence health and safety matters and the responsibility which should be attendant to increased worker influence. A number of our findings suggest that Ham's conclusion of 1976 still applies: that workers lack the power to play a full role in the Internal Responsibility System.

The survey found that joint committees did more in more dangerous workplaces, especially those with toxic substances, but were considered to be less effective. This merely confirms the Economic Council of Canada's study that stated that unlike safety issues, control of toxic substances cannot be handled through joint committees or internal responsibility systems and require regulations by government and presumably enforcement. The Law Reform Commission Report on Workplace Pollution reiterates that proposition. In fact, the survey found that between 30 per cent and 40 per cent of workplaces with designated or regulated substances had not carried out an assessment or implemented a control program as required by regulations.

Another major concern that was raised by the survey in Ontario was that, in many cases, neither management nor labour had adequate reporting mechanisms or even a connection with other management or the work force. Many joint committees appeared to operate almost in a vacuum within the workplace. And where workers are unorganized, there is simply no structure for accountability or reporting. Indeed, our Ministry of Labour in Ontario has admitted, in a background report to the Royal Commission on Asbestos, that "Internal Responsibility Systems" do not really work in unorganized workplaces.

In Ontario there has been a push to get local union executive members off the joint committees because they supposedly bring a labour relations confrontational approach, according to Kevin Burkett. But local union executive members have both the influence and the accountability among their members that would provide for a better connection with the work force, and the survey found the negotiating skills they bring to the joint committee helpful.

Linda Jolley *continued*

The survey found that despite the rhetoric that we must set aside our differences and cooperate with each other in joint committees, a variety of models were effective in dealing with health and safety. Again I quote the report: "Some joint health and safety committees which are unionized are working within a conflict-negotiation model, but one that works as well as other models, with no intrinsically detrimental effects." Too many people appear frightened by conflict while many process analyzers suggest that committees often stagnate without some conflict or problems to solve. And I believe that we must recognize that labour and management do not always share the same so-called interests in health and safety, especially when scientific uncertainty prevails.

One especially important finding in the survey was that where committees went beyond the law in developing workplace control programs and saw themselves to be actual decision-makers, they were considered to be far more successful.

Joint committees and internal responsibility have been toughened as the means to self-regulation or self-compliance; but this survey shows quite definitely that the mere requirement of joint committees and worker participation does not ensure compliance. In fact, the survey found that 78 per cent of the workplaces surveyed were violating the law in one way or another—78 per cent of our workplaces are in violation of the law! That is what we in labour in Ontario know about participation in the control of workplace hazards, that is what we know about "Internal Responsibility Systems" and that is what we know about self-compliance.

A Ministry-commissioned report, the MacKenzie-Laskin Report, told labour that we in Ontario had no right to expect the Ministry to enforce the Occupational Health and Safety Act, that we must rely on our "Internal Responsibility System." Our participation in joint committees and "Internal Responsibility Systems" was never agreed to replace adequate and proper enforcement of the law by the enforcement agency when clear violations occur.

The study concluded, and I want to read this section:

> Joint Health and Safety Committees by themselves, without the accompaniment by the fundamental workings of internal responsibility—meaningful responsibilities, protected rights, concern and communications, and effective representation—will not enhance internal responsibility. Unless fully developed through careful legislation and implementation, through training and education, and unless fully integrated into the workplace, the Joint Health and Safety Committee leads not to self-regulation, but rather self-deception.

Linda Jolley *continued*

Even the Minister's own Advisory Council in Ontario, a group of labour, management and public representatives conclude, and I quote from a letter sent to the Minister of Labour in 1987:

> Although there may be some room for debate about the conclusion to be drawn from the data, it is clear from the survey that the committee system as established under the Act is not adequate. Furthermore, there is no consensus that the "Internal Responsibility System" is functioning adequately, or that, alone, it can realistically be expected to act as an instrument of change.

Labour in Ontario and across Canada supports participation in the control of workplace hazards. We support and demand full coverage for all workplaces to establish joint health and safety committees as the main mechanism for such participation. We recognize that enforcement agencies cannot be in every workplace every hour of the working day to ensure compliance, but we do not accept that participation is a trade-off for proper enforcement.

We accept and welcome equal participation. But we emphasize the word "equal"—which means equal resources, equal preparation, including work time to prepare for joint committee meetings and to carry out research, and equal office space, equipment and secretarial services, the right to conduct environmental monitoring or to bring in labour consultants to carry it out for us, the right to approve all new machinery, equipment or materials before they enter the workplace—all rights that management members have now.

We need the right to investigate all accidents and incidents, the right to inspect the workplace at least once a month, and the right to paid educational leave so that we can get proper training on work time. All of these rights, along with WHMIS, will do much to ensure equality in participation. Equality must be guaranteed in the right to influence decision making on all matters of health and safety in the workplace. As workers participating in joint committees and sharing responsibility for health and safety in the workplace, we must have the authority to act to protect our workers, so we must have the right to shut down an unsafe operation, or to refuse on behalf of our members.

We see such a right as a means of truly influencing decision making. Employers and the Ministry will have to address our concerns in a serious fashion and remove or reduce the hazards to our satisfaction. We recognize that this is a serious right, and we do not intend to use it frivolously. Where joint committee members have such a right in Sweden and Western Australia, there is no indication of abuse, just as there is no indication of individual workers abusing their individual right to refuse.

Linda Jolley *continued*

Unless we have a protected right to refuse on behalf of our members to influence decision making in health and safety, participation will continue to be a form of self-deception.

The number of workers injured on the job continue to grow in Ontario despite the requirement to participate since 1979 when the Act came into effect. Last year in Ontario, 238 workers were killed on the job; that averages out to almost one worker dying every working day. That was an 8.2 per cent increase over 1986. The blue-collar work force considered to be at greatest risk grew only 4.1 per cent in the same time period. We had 469,481 workers injured on the job, almost half of whom were injured seriously enough to lose time from work. In both cases, there was a 6 per cent increase over 1986.

And neither of these totals include all of the workers suffering and dying from occupational diseases which, according to a study carried out for the Weiler Investigation of Ontario's Workers' Compensation Board, may be as high as 6,000 workers every year.

Across Canada, the toll taken every year is more than 1,000 deaths and more than a million injuries.

The mechanisms for participation in the control of all hazards in the workplace may indeed be leading, in some cases, to better reporting, but they are clearly not leading to a dramatic lowering of the devastation taken by workplace conditions.

As a society, we can no longer tolerate the conditions in our workplaces that kill, maim and disease our workers. Our economy cannot afford to lose such productive capacity through illness and injury, and our social systems cannot afford to handle the costs of maintaining these victims. But in terms of humanity, we cannot stand by and allow our workers to die.

Labour across Canada wants to participate in decision making about our health and safety at work, whether it is in the development of laws and regulations or in the workplace programs to implement those laws and to go beyond the legislation and provide for real protection. But our participation must be equal and with real decision-making authority, because our very lives depend upon it!

Questions

Georgio Gaudet

Certainly I would agree with Tom's notion that the role of the supervisor in managing and working with his/her workers has to be where health and safety becomes an integral part of management

Georgio Gaudet *continued*

responsibility. My only concern is that in effect you have a boss/subordinate type of relationship and, like it or not, democracy is not the most common characteristic of some workplaces. Some workers are very leery, they do not dare raise certain issues that might jeopardize that relationship. I know cases where victimization would not be too strong a word. Though I agree that it's key to making health and safety work in the workplace, you must have a backup system. I am sure in your mines you use electricity, but you have a backup system in case something does happen.

Tom Farrell

I don't necessarily disagree. I was a first-line supervisor some years ago, and I was no saint. I reacted differently. We are in a changing time, and there is the need to resolve the issue and to strengthen that relationship through training. In the last two years our division has been looking at the supervisor as a helper rather than a boss. Every worker has a responsibility and the supervisor in many instances should be the facilitator. I am not going to tell you we've turned around attitudes of old-line supervisors; we have not. But I think it will go some way to addressing the concerns you expressed. That relationship is there and there will be confrontations and systems are needed to get around those confrontations.

Linda Jolley

My concern about supervisors is that in Ontario there is a requirement under law that supervisors must be competent. I know very few supervisors who are truly competent; who have been properly trained; and who have a familiarity with the act, with the regulations, with the requirements of the law. We obviously need training at all levels, but I think we need systems beyond the supervisor, because the supervisor will continue to be a boss in the workplace.

Ian Carruthers
Ministry of Labour

I specialize in mediation and labour relations disputes on health and safety committees. One major dispute in Ontario some years ago dealt with a large company that had many departmental committees dealing with job-safety analysis. Tom mentioned they had a fail-safe system. I would like him to explain how they managed to implement that fail-safe system in conjunction with the joint health and safety committee without the committee feeling put out or bypassed, but instead a part of the whole system.

Tom Farrell

Our departmental committees meet at least monthly, and the activities that take place in these committees have to be reported through the safety and health committee. If a two or three member committee is dealing with a particular issue, it must make progress reports; we file the minutes of every one of the meetings. These things are taking place with fairly broad issues being addressed across the operation, but the union would have a copy of everything and the departmental committees would have copies of anything related to their specific areas. There is often an interrelationship between departments. We thought it was necessary for the union to get a copy of everything so that the overall chairman could track it as well. It's a matter of building trust.

I am not suggesting by any stretch of the imagination that we have bridged the gap in the Manitoba division of Inco. The relationship with our union is not unlike that with most unions, though I think we are able to talk to one another—we don't have walls up. It is a matter of making sure information is transferred; when other people, like a safety and health committee, have legislated responsibility, they must be kept informed.

Jim Bryson
Ministry of Labour

I would like to address a comment to Linda and to Tom. In my job I often hear the things you've been talking about this morning—about training, about accountability, about responsibility, about authority—and I hear them from both a labour and a management point of view. One of the things that I seem to experience in many of these cases is an extreme polarization in committees, and we know that this makes the committee ineffective. The reason for this polarization seems to be that very often the worker representatives on the joint health and safety committee, through lack of training in many cases, feel that their mandate is to disagree with anything management says. On the other hand, the management representatives on the same committee, through even more lack of training, feel that their mandate is to agree with everything management says. This causes a polarization which results in a negative influence in the work of that committee.

Linda Jolley

What has happened is that joint committees have been implemented and set up and nobody really knows what they are supposed to do. The Ontario government put in what they call the internal responsibility system, but there is nothing in the Act that describes what that is or what it is supposed to do or how to participate in it. There is obviously a problem in training. There will obviously

Linda Jolley *continued*

be some polarization. Labour relations often dump into joint committees as well: if you have bad labour relations elsewhere, you are probably going to have bad health and safety committees. But I think that the problem is that all our interests are not the same. We can't expect that labour and management are going to agree on all issues in the workplace, or that we can set aside all our differences: this is especially so around occupational health issues where there is real controversy over the evidence that workers have not had the right to know. We don't know what we're dealing with in the workplace; we are not being given instruction and information as required by the law. There has even been evidence in some industries of deliberately not providing information. So, those kinds of things lead to confrontation and polarization in joint committees. The other problem is many employers resent the setting up of committees and do not participate or cooperate, so that the response in kind of labour is not to cooperate either. It would have been very helpful if we had sat down before the law came into effect in Ontario and talked about what this so-called internal responsibility system was supposed to do and how we could participate properly.

Tom Farrell

If I might address the issue of polarization, I think there will always be two truths. Labour will come in with its requirements placed upon it by its membership which may be somewhat different from the employer's requirements. I agree very strongly with your point about labour relations; if the labour relations climate is bad, and if an employer is playing labour relations games, that is going to spill over. You can never legislate cooperation—it has to be earned; you have to earn trust.

I think the strength of a committee comes by its working on issues that first of all can be solved in the workplace and by identifying the major issues. But the key is training for everyone. We have legislation in our province that says we will provide two days' training. We also have a collective agreement that predates it that provides two days' training. Is four days a year enough? If a particular issue comes up, I suspect we will be training every employee for approximately five days this year—every employee—not counting the safety and health committee. Safety and health committee members are probably going to get twenty days of training because of the WHMIS legislation. I don't know how many people in this room have taken time to determine how comprehensive WHMIS is, but it's not something that is going to come in very quickly particularly in complex workplaces.

By breaking down some of the barriers, I think we will get away from polarization. Not every issue is a burning issue, but there

Tom Farrell *continued*

has to be some flexibility on the part of management. At the same time, I think labour has to be flexible enough to realize that even though a really good idea has come down the pike, it may not necessitate taking 70 men off the job for training. There are areas where you have to identify training, and it can't just be according to an agreement. You're going to have to spend more money. And more money, not just with your safety and health committee members, but with first-line supervisors. One of the failures (about the subordinate/boss relationship) is that when we initially went into safety and health committees we lost sight of first-line supervisors who were left out there without being trained. The right to refuse scared them—they didn't know how to handle it, because of our failure to train them. I think most of the polarization, most of the issues that come up, can be overcome by a more open relationship; and that will grow from everyone playing with the same deck.

Dorwin Brown
Ontario Hydro

In Manitoba, what would happen if there was a serious violation and it wasn't being resolved at the company level? How would it be enforced? In Manitoba's legislation, are there any violations or fines in place?

Tom Farrell

We have significant fines in our legislation. A violation when reported is enforced by the Ministry and in our case the Department of Workplace Safety and Health, which issues an order. Failure to follow that order will result in charges being laid. Either the employer representative or union representative on a safety and health committee has access to that—s/he can go directly to the Ministry.

Gary Kelly
Workers' Compensation Board

Mr Farrell, I agree with you when you say that preventing injuries in the workplace requires involvement of the supervisor and the worker. But by the same token, based on the statistics that Linda Jolley has given us, how do you propose to get cooperation between first-line supervisors and workers when senior executives and senior union leaders don't seem to be able to come to a consensus?

Tom Farrell

Management representatives recognize that our society is not going to accept a growing number of workplace accidents. So they have

Tom Farrell *continued*

to look at the redesign of jobs, redesign of the tools we work with. At the same time, union leaders represent the workers and know that if they go in a direction contrary to that of the rank and file, they are in trouble. I think that, to the extent that the employer can win the respect of the workers, cooperation will come about from both the management level and the senior union level.

I see the need to examine jobs. Yet, if you have a job where a worker shovels something, makes an eighty-degree turn and pitches it, you don't have to be a statistician to determine that s/he is eventually going to hurt his/her back. It is the nature of the task; so you have to work to eliminate that move. Employers' successes will be in improving the workplace. I don't see it as an issue. I can't see employers disagreeing. The speed at which it's done and the technology which is available to do it are the issues at hand. How do you do it? How do you improve it? Identifying the issues and the solutions—short-term, medium-term and long-term—should be a role that we see helping to advance everything.

Gary Kelly

I have a labour background. I was a union president with United Steelworkers of America and I sat on a negotiating grievance committee for 12 years. I was the chairman. But we kept our health and safety committee a separate entity from the conflict in the workplace, and it seemed to work rather well for us. Linda, I am not in total disagreement with what you said, and in the context of what you said, I agree with you.

Linda Jolley

Each workplace has to decide. But I think that the issue raised in the survey is very real and that a lot of joint committees operate totally in a vacuum with no accountability either way. Some of the unions are finding that putting executive members on committees helps to get some control over accountability. One of the other problems in the labour movement is that when they are not connected with the union executive, there are two structures developing within unions and that isn't always a creative thing. You have to work it out according to your own local union. But I don't think that there should be any attempt to, nor do I think they can legislatively keep union executive officers off joint committees.

Bert Painter
BC Research Council

My question is to Georgio, although I would appreciate any comments from the other two panelists. If you accept Linda's

Bert Painter *continued*

comments that sometimes workers and managers will have different perspectives and interests regarding health and safety issues, I would like your comments on the ability of health and safety committees to actually make decisions and thereby exercise what you described as real authority.

Georgio Gaudet

What I did not make a specific comment on, Bert, was when I said that I didn't foresee that there would be legislation in the foreseeable future. What I also meant to say is that I am not sure we are ready for it. The reason I am saying that touches on the point that you made. It seems to me that if we assign responsibilities, then we know we are accountable. And that requires a certain degree of maturation. I see those mature workplaces where health and safety committees really have authority. If there is a recommendation that might cost money—and it's a question of feasibility—management can sit down with that committee and say here's the reason we cannot afford to change that particular piece of machinery, here are the expenses, here is our plan. Those successful committees that deal with substantive problems, in effect have acquired authority. They have it by delegation from the employer and, in my experience, the employers that have done that are really pleased with the process. You can acquire it not only by law, but also by bargaining or by progressive management techniques, but I am not sure that across the board, we are all ready for that kind of delegation.

John Johnston
Alberta Community and Occupational Health

I would like to make a comment and an observation and address a question to the panel. I want to build on your comment, Mr Farrell, about the serious accidents not being the topic of discussion by joint worksite committees. That's a disturbing observation. I see the same thing happening in Alberta. I am sure that it happens in Ontario. It is disturbing to me and I expect to everybody who is interested in workers' health and safety and the elimination of these serious and fatal accidents. Most of the fatalities that occur are, as you pointed out, relatively straightforward, they are not too technical, they don't involve the advanced areas that we seem to be dwelling on here in terms of training. A worker gets killed in a trench cave-in or a powerline contact. These sorts of things are recurring events; we seem to almost accept them. How can we focus the training and attention of these internal responsibility systems to address that very serious problem? How do you make the workers aware of these fundamental hazards in the workplace?

Tom Farrell

I believe one of the ways is to give workers some confidence that they can have some say. And that's what we are attempting when we talk about a fail-safe technique—some confidence that they can do something to change the basic structure of their jobs. But that should be done by putting together some tools with which they can actually examine them. So very often, they are so familiar with a way of doing something that they accept it as the way you do it.

The other way is by getting the safety and health committees into it. I can only talk about an experience we just went through. In our mines, blasting and the use of explosives continues to be an area of significant risk—controllable, but one that we have to be concerned with. And from blasting spins off (anyone who is familiar with mining terms knows the term) "loose," which is probably the major killer of men in mines, and is partly a function of the way we use, or misuse, explosives. We did an audit headed up by the general foreman, two members of the safety and health committee who were miners, and two first-line supervisors. We took them off the job for ten weeks. All they did was audit every workplace in our underground operations—audit their procedures, determine what they were doing and report it. The report was a concern to us because it identified all sorts of minor infractions, all of which had the potential of creating a less-than-perfect environment.

By making people aware of all those keys that go into participation, we can start to address it. Safety and health committees have a role to play to overview things, but they can't be expected to go in and determine whether or not the back holes in a drift ground are too heavily loaded. I am talking about the amount of explosives placed in the top holes, which would cause a "loose" condition. But I think the safety and health committee's function is to be involved so they know what is going on and bring the expertise they have as workers to it, and to allow the worker to participate. We can address some of the other issues, but those are the next steps.

Georgio Gaudet

When I look at fatalities and at some of the more serious accidents, what is apparent is the lack of training of the supervisor or the foreman. In most cases the supervisor or the foreman has condoned, if not openly, has tolerated or hasn't said anything against a wrong work process. If the worker gets away with it, the foreman probably congratulates that worker for taking a shortcut. But in my view, it is the training of the supervisors or the foremen and their mind-set that integrates health and safety in their management technique. I would say it is probably as key as the conditioning of the worker.

Esther Ogbue
Ontario Hydro (Toronto)

My background is in nursing; right now I am working with the health and safety program. I want to address my comment to Linda. As a nurse, I always try to give the worker some responsibility for his/her own health and safety, and I don't think that I picked up on that in your talk this morning. In the past year or so at Ontario Hydro we have had no fatal accidents, and there has been a reduction in our serious disability; we used to have lots of problems with the foresters and linesmen. I think one of the reasons for that safety record is that management, line supervisors, and the employees have all come together in the joint health and safety committees and have made some effort to train supervisors as well as employees in the safety aspects of the job. Also, when there were fatalities, there would be a very comprehensive investigation into those fatalities. From my experience workers also have to be trained and need to be made aware of their responsibility to themselves and be advised not to cut corners. We do know that people have gotten into trouble because they have not used safe practices.

Linda Jolley

Workers taking responsibility for their health is an interesting concept: when workers don't know what they're working with, how can they take responsibility?

Another Kind of Participation – the BC Experience
Panel Discussion

Bert Painter
Associate, BC Research Council

Verna Ledger
Director of Safety and Health, International Woodworkers of America, Regional Council No 1

Bob Sitter
Vice President Manufacturing, International Forest Products Ltd.

Panel discussion

Another kind of participation – the BC experience

Lillian Vine

Just about a year ago Bert Painter and I met for the first time to discuss the possibility of a workshop on Participation in the Control of Workplace Hazards.

Bert Painter is a social scientist and a film maker. As a social scientist, he is involved in action research and consultation about participation in the workplace and community economic development with employers, trade unions, workers and community groups. He has a Bachelor's degree in Economics and Sociology from Carleton University, a Master's degree in Sociology and Economics from the University of Sussex in England, and an International Graduate Degree from the University of Lille, France. Bert is a Senior Research Associate of the BC Research Council, a Fellow of the Tavistock Institute of Human Relations, a Director of the Canadian Council on Working Life. And he is the President of Modern Times Productions, for more than a decade and a half he's been making films and video productions as varied as a documentary series on the Third World, "The Challenge of Change," "A New Deal at Work."

Bert has been involved in exciting work with the people who sit on this panel. Some years ago, he worked on a project in a lumber company to reduce the high rate of absenteeism and turnover. The project had a happy by-product. Not only did the turnover decrease, but so did the accidents. So it was no accident that the project he worked on with Verna Ledger and Bob Sitter was directed to increasing safety. This is "The BC Experience - A Different Kind of Participation" they are going to be speaking about.

Verna Ledger is the Director of Health and Safety for IWA-Canada. She is a Governor and an Executive Board member of the Canadian Centre for Occupational Health and Safety. Verna was one of the original Governors. She is also a member of the BC Federation of Labour's Occupational Health and Safety Committee and the Canadian Labour Congress Committee on Occupational Health and Safety.

Bob Sitter is still in the same position in the same company, but the name has changed. It is now International Forest Products Limited. He is a graduate of the University of British Columbia with a Bachelor of Science degree in Forest Engineering and a Master's degree in Business Administration. His experience has been in the forest industry and in milling and logging in British Columbia with Columbia Cellulose Company; in international forest engineering consulting where he worked in 12 countries for C D Schultz & Co; as Woods Manager and Vice President, Forestry & Logging for International Forest Products Limited; and now as Vice President of Manufacturing, International Forests Products Limited.

Lillian Vine *continued*

We are absolutely delighted that these three people can tell you about a different kind of participation—the B.C. Experience. We will have some time for discussion before going back into work groups.

Bert Painter

Our presence here shows the importance we ascribe to the topic: our hope is that we will make a contribution to the discussions about the topic. We are going to tell you about our effort of the last 5-1/2 years to develop participation in the control of workplace hazards. We are somewhat of a laboratory experiment. As the advisor to the effort, I will start by setting the scene, then turn it over to the two people who have been the primary leaders in developing this effort.

We are talking about logging and sawmilling operations. Logging operations consist of felling the trees, and yarding the logs which are cut to various dimensions so they can be transported by water or by truck to sawmills, where those round logs are cut into boards we call lumber. Our report concerns the operations of International Forest Products Limited, previously known as Whonnock Industries, affiliated with the IWA-Canada, which was previously known as the International Woodworkers of America.

Slide 2

The logging operations are located in the mid- and south coast of British Columbia, full of fjords. Many of these are remote logging operations where you have to fly in by float-plane, or go in by boat; you can't drive home at night after you've completed your day's work.

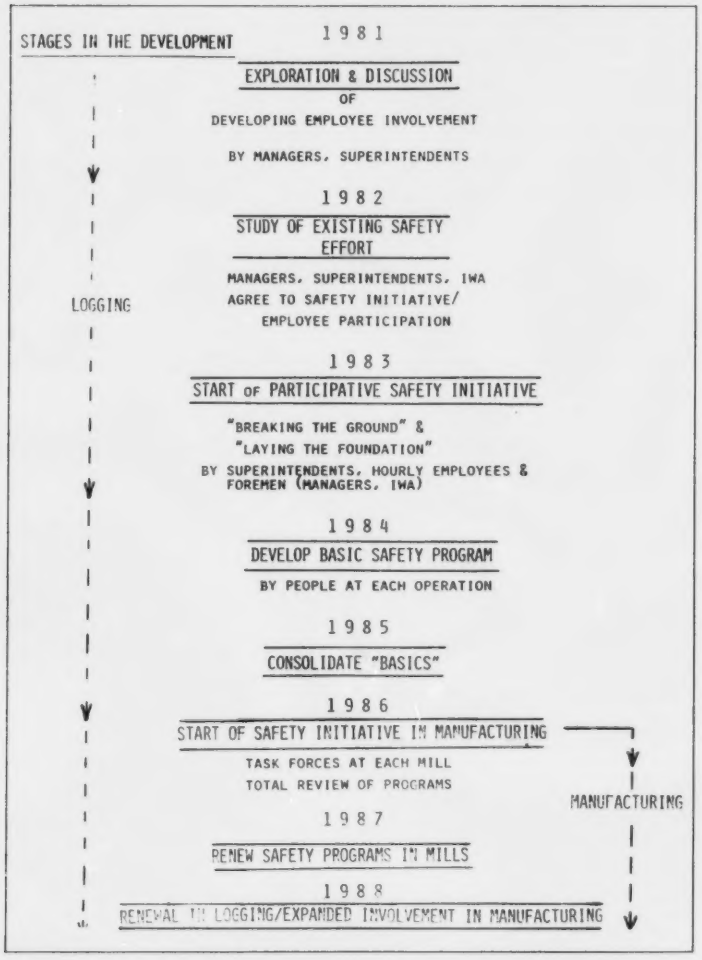
The sawmilling operations are located around Vancouver. The history of International Forest Products is that over the last 15 to 20 years, privately-owned sawmills and logging operations were gradually acquired under one company. This has meant that these fairly independent operations are being guided by a head office in Vancouver. All are affiliated with International Woodworkers of America. The IWA-Canada represents 50,000 workers in our province; it is the largest forest industry union in British Columbia. Of those, about 20,000 are in logging. International Forest Products has approximately 2,000 employees: about 300 hourly employees

Bert Painter *continued*

in logging; the remainder in sawmilling. Although the majority of employees are in sawmilling, there are more logging operations than sawmilling operations.

That's the geographical location. The geography is important, particularly because of the remoteness of the logging operations.

Slide 3



The chronology is also important. The story begins as far back as 1981. I had some experience working with other forest products companies which led to my being asked by Whonnock Industries' management to explore the possibilities of expanded participation of hourly employees in their logging operations. In 1981, I devoted a couple of days, no more than that, introducing managers to the idea of worker participation and discussing the associated issues.

Bert Painter *continued*

In 1982, I spent a couple of days more, but not much more than that, in meetings with managers again, and then with the IWA executive. We started discussing the possibility of doing something in a participative way in health and safety from the IWA's standpoint. Still, it was a matter of talking about the idea and some visits to the logging operations. Finally, at the end of 1982, a decision was made by the company and the union jointly that they would try an initiative. What it all would mean, we really didn't know.

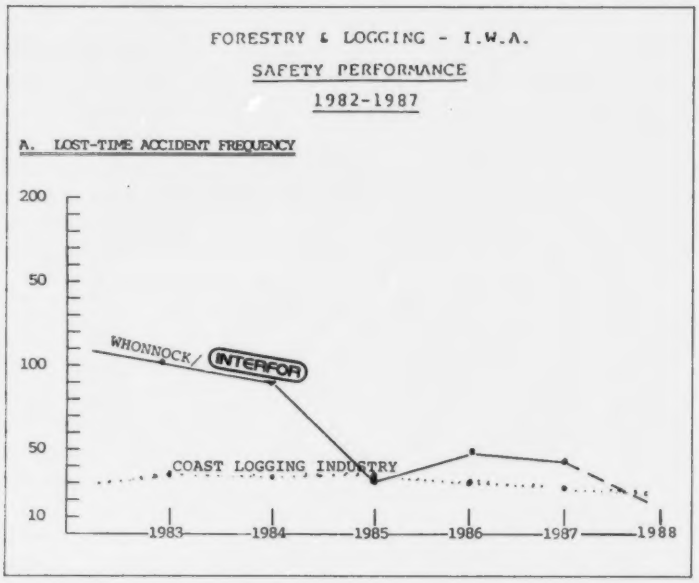
In 1983, still working just in the logging operations, we started to lay the foundation and establish the parameters of participation. At the outset, this meant a grass roots development of joint health and safety committees. All the difficulty we discussed this morning about getting participation in the health and safety committees was evident ten times over in these operations.

In 1984, we started with the committees to develop the basics of safety programming in each operation. In 1985, we consolidated the hourly employee participation about which Bob and Verna are going to talk more specifically.

Not until 1986, and very much influenced by Bob Sitter (previously head of the logging operations) who now assumed the Vice Presidency of Manufacturing, was there any safety initiative in the manufacturing operations. Fortunately, there was now a track record established in logging, which gave people hope that something could be done to improve safety in the sawmills. So, for the last year-and-a-half we've been working in both manufacturing and logging. That's where we stand today. We have found ourselves having to renew the situation in logging while we are trying to develop something in manufacturing.

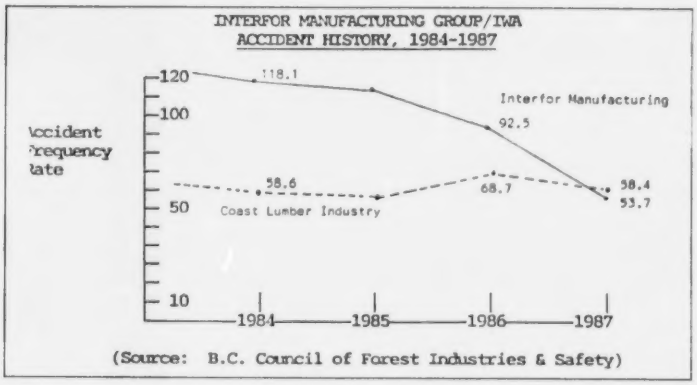
I am now going to show you what makes the story particularly worth telling: the results—the outcomes.

Slide 4



We didn't make a substantial start in this initiative until 1983. At that time, Whonnock had a very high accident frequency rate, much higher than the coast logging industry. Over the last few years, the frequency of accidents in the logging industry in British Columbia and the coast has remained quite stable. For the first two years of the Whonnock initiative, there was only a slight reduction in the frequency of accidents, after all that work. In 1985, we finally began to see significant pay-off. We had a relapse in 1986 which was partly associated with a major strike within the industry. In 1988, we have regained and are improving upon the 1986 experience. One of the factors affecting the frequency rate in these operations is that, being remote, they are not able to employ "light duty" practices. So compared to the overall industry averages, the Whonnock/InterFor operations have a built-in tendency to be higher than the rest of their industry. And actually, one of the outcomes of a participative approach with strong union involvement is a greater vigilance about preventing abuse of "light duty" than often exists where there is not that degree of participation.

Slide 5



Here are the manufacturing operations—a different story. Remember, we didn't start until 1986 in the manufacturing operations—in the middle of '86. We had more decline in the first half of '86 than we ever did in the first two years in the logging operations. Last year, one full year, the frequency rate decreased by about 45 per cent. For the first time in the company's history, InterFor was below the industry average in accident frequency for the coast lumber industry. Now for the first quarter of the year we are at a plateau. There has been a different pattern in the time-frame within which frequency decreased. The significance of this example of improved safety is that, in the last 10 years in logging alone, there have been at least 30 fatalities every year in British Columbia.

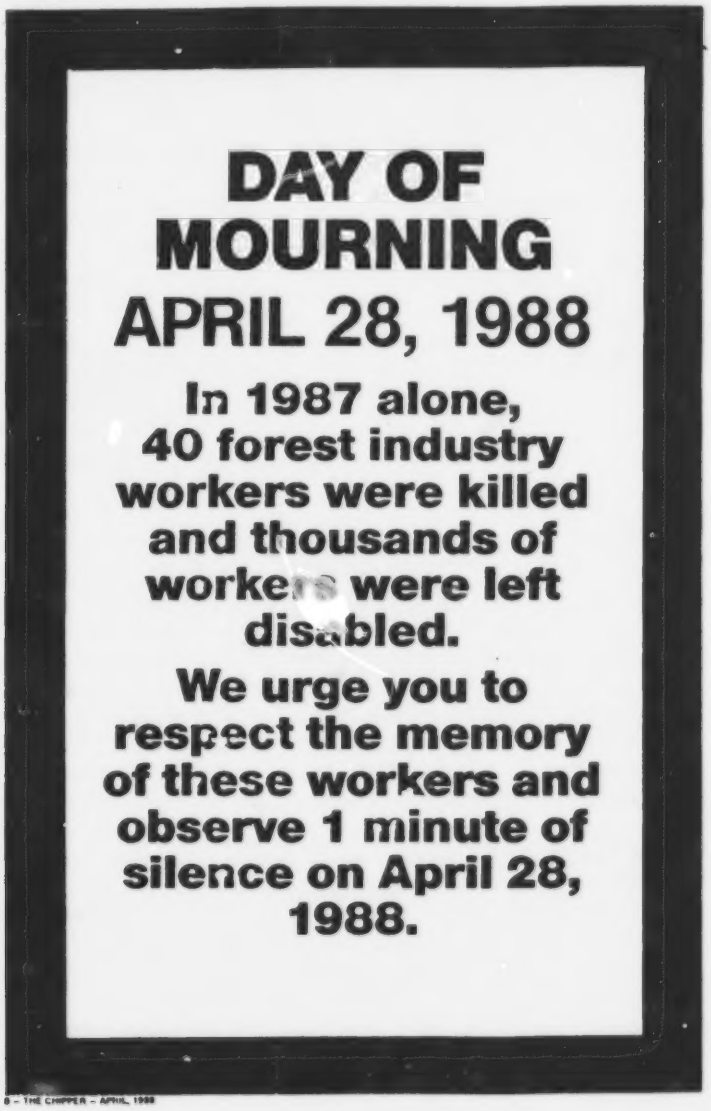
At this point, I am going to turn over the presentation to my friends on the panel.

Bob Sitter

The "Why" and "What" of InterFor's Safety Initiatives

Why were we interested in having a breakthrough in safety throughout our logging and sawmilling operations?

Slide 6



Last year, forty people were killed in our industry in British Columbia. It's a tragic record. But in 1978, when I was vice president of Forestry and Logging, we had three fatalities in one week. Three fatalities in one week was a terrible tragedy. They were young people. It was a difficult time and we knew we had to do something. I was frustrated with trying to manage safety in the conventional way—through top-down push from management.

Bob Sitter *continued*

I hate to say it's taken us ten years to make a dramatic impact.

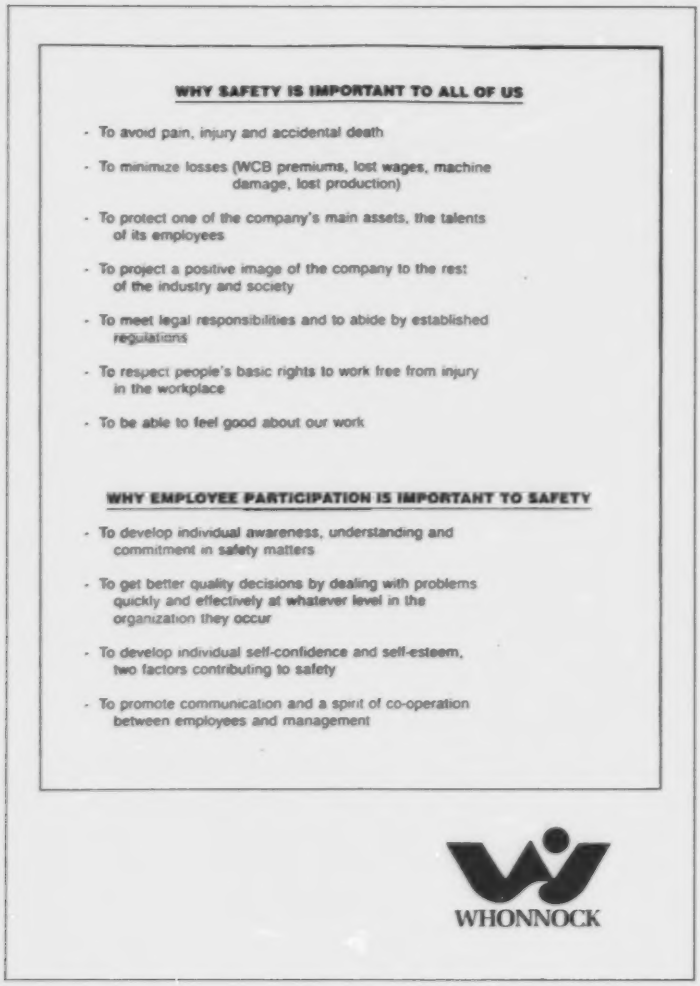
What really had me thinking hard in 1978 was the need to provide leadership. I remember talking to people who worked with me and asking, "If we can't get safety in hand, why are we talking about productivity improvement and all these other fancy things?"

Safety is number one. We knew that if we couldn't succeed there, we couldn't call ourselves managers and leaders in this society. So we went to work on it.

The top-down approach had been frustrating. I gave it up some years ago. I believe in the bottom-up approach, which is sometimes a laborious method of getting things done. I compare it to moving mountains. How do you move mountains? You don't move mountains by standing on top shouting downward; you move mountains by working on the foundations and undermining those foundations.

Why did we embark on this initiative? I think ego had a lot to do with it. As leaders, our egos were at stake; I admit mine was. I didn't want to be part of an organization that had a poor safety record. I think it is a big factor with most people, and I think it is a big factor with hourly people in our operations. They like to be part of a winning team, not a losing team.

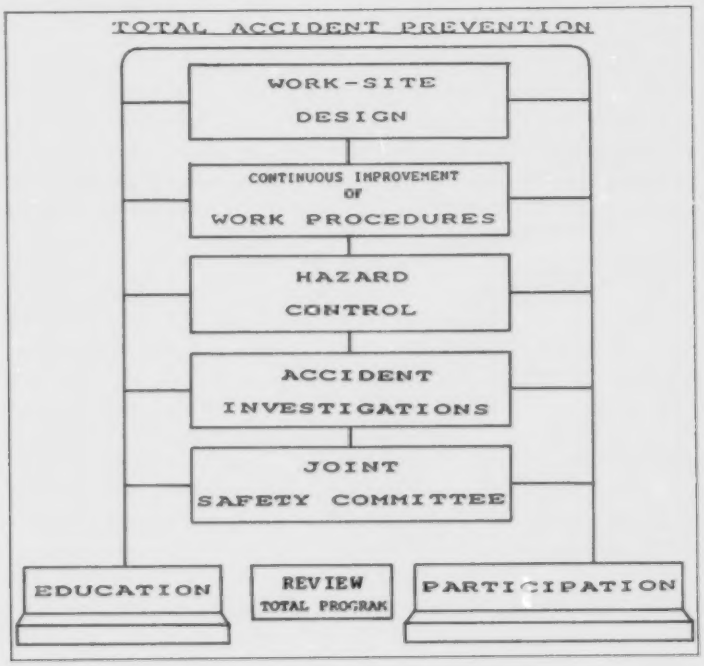
Slide 7


WHY SAFETY IS IMPORTANT TO ALL OF US
- To avoid pain, injury and accidental death
- To minimize losses (WCB premiums, lost wages, machine damage, lost production)
- To protect one of the company's main assets, the talents of its employees
- To project a positive image of the company to the rest of the industry and society
- To meet legal responsibilities and to abide by established regulations
- To respect people's basic rights to work free from injury in the workplace
- To be able to feel good about our work
WHY EMPLOYEE PARTICIPATION IS IMPORTANT TO SAFETY
- To develop individual awareness, understanding and commitment in safety matters
- To get better quality decisions by dealing with problems quickly and effectively at whatever level in the organization they occur
- To develop individual self-confidence and self-esteem, two factors contributing to safety
- To promote communication and a spirit of co-operation between employees and management
WHONNOCK

The Cost

Finally, on the question of "Why?" the one item I want to refer to out of the list is cost. My company was paying about $2 million to $3 million a year in WCB assessments. We reduced that by at least a million dollars through WCB's incentive system. I can guarantee you, cost wasn't foremost in our minds. Our ego and our responsibilities as leaders were initially more important than the bottom-line cost. But I admit that cost was a factor and has been a big payoff. It certainly paid for all the workshops we conducted. A million dollars a year goes a long way. The spin-off improvement in workers' attitudes and commitment yielded much greater benefits.

Slide 8



Total Accident Prevention

Much of this chart is basic stuff. Starting from the top of the chart are the bread and butter building blocks of the safety program. We had to work on items such as induction, accident investigations, and safety tours. We learned to stress the really important pillars that support all the basic elements of the safety program. And they are education and education and education! There should be three pillars because we spent a lot of time on education. Participation in itself is one of the building blocks, and we believe that the process is almost as important as the end result.

When I walk into a plant and talk to people, whether it's the safety committee chairman in the plant (who in our case is an hourly person) or a manager of a plant about his/her safety statistics, I also ask about the process, "Is it democratic; is it working?" It is very easy to get end results by manipulating figures, by light duty, by whatever means you want to use to get bottom-line results. But the process of democracy, having a participative committee, is something that is also measurable. You can feel it; you can ask around the plant. We look for more than just the bottom-line figures; we look for that process. So participation is one of the building blocks.

The final block in the middle, and credit goes to Verna Ledger for adding it, is the review process. Once we are successful, a

Bob Sitter *continued*

continual review or auditing ensures the constant renewal that's necessary.

What is the participative approach? I like the term "bottom up, top led." There is no question that to be effective and participative it must have bottom-up enthusiasm. People in the plant must have ownership of that process, the safety program. But, you can never let management turn it over to the hourly people and say "Well, there it is." It has to be top-led. In our case it was top-led by the IWA and my company, and without that it wouldn't have happened. That still goes on today. The participative process and the energy we want at the shop floor has to be top-led. We push it; we hire people to help us get that process.

Education

When I say "education, education, education," I thought we were doing an extraordinary amount. Then, over lunch I heard that in Sweden, they spend 40 days a year educating safety committee members. Now, I'm a bit more modest. Someone else from mining said they spend a minimum of four days every year for every safety committee member; I suppose we're in the latter category. We have a lot of employees, so we have to run a lot of workshops which range in size from 12 to a maximum of 25 people. We have a lot of people to train and a lot of committee membership turnover, so we seem to be in the constant training business.

I give enormous credit to Bert Painter, who's helped us with the educational process over the years, and to put us where we are today. He is a great advocate of the process called "peer learning." We used to be conventional and send people away to workshops where an expert taught them to do certain things such as safe work practices, or how to be a good supervisor. Then I got involved with Bert in this peer-learning process, and we don't hire many outsiders anymore. We teach ourselves. Whether it's supervisor training or safety training for a committee member, we bring in two people from each plant, put them together in a peer-learning workshop with Bert Painter as facilitator, and the educational process happens. And it's a far more powerful and lasting learning process than anything I've ever experienced before. I believe in it; I'm fully committed to it; it works. People swap tales, they swap stories about their individual wins; they tell their horror stories, and a synergy develops that works.

What is the participative approach?

It is, from my perspective, a challenging, messy exercise. Every time I have a chance to sit down with one of our new supervisors

Bob Sitter *continued*

or managers, I go through this little story: "If you think this is easy, forget it. It's far easier to tell them what to do—far easier, far more efficient. But it just doesn't last and it's not nearly as effective. So get ready for lots of committees, meetings and frustrations. If the committee starts moving in the wrong direction, what are you going to do about it? That's part of the real world out there. If you want the committee to assume the ownership of this safety program, you've got to live with this. It's not efficient; it's effective."

It's tough on a lot of managers whose time management problems drive them wild. But much of it comes down to changing leadership styles. This went hand in hand with the development of our safety program. We were determined to unleash the energy of the employees in our company at all levels. And safety was a critical place to start. From there, we are going on to many other challenges in our company, but we had to start with a lot of changes in leadership styles.

I might add that there was a turnover of about 30 per cent of the senior management in our company in the process, in the first three years. They couldn't make it; it's a painful process.

Slide 9

SAFETY POLICY OF WHONNOCK INDUSTRIES' LOGGING GROUP

The Company's Commitment to Safety:

Our Commitment is to *participate with* our employees
in the prevention of accidents,
in order to achieve and maintain
high standards of safety *and* production.

Responsibilities of the Company:

To ensure that management demonstrates by example the company's commitment to safety;

To support and develop the leadership of supervisory staff in safety matters;

To encourage the participation of employees in the identification and solution of safety problems in the workplace;

To plan, organize and maintain all operations and equipment so as to minimize hazards;

To train and develop employees in safe and productive work practices.

Responsibilities of All Individuals Within the Company:

To abide by safety regulations;

To practice safety in personal work habits;

To encourage safe work practices among fellow employees;

To report hazardous conditions to the Safety Committee and/or supervisor;

To co-operate in the solution of safety problems in the workplace;

To initiate suggestions for new methods of improving safety.

Guidelines:

This commitment to safety is based upon:

1) an acceptance of WCB regulations as guidelines for performance,
2) the requirement to maintain the economic health of operations;
3) the belief that a safe workplace can only be achieved by close co-operation between employer and employees.

R. M. Sitter,
Vice President,
Forestry and Logging

A Safety Policy

One example of something we developed in a very democratic way is the safety policy of the logging group. It happened over a period of a year and a half. It was developed through workshop after workshop for training committee members, foremen and managers. Each workshop had the policy statement on the agenda. I've lost track of how many drafts we went through before we finally got a safety policy statement. People like Verna Ledger and the IWA presidents of the Locals were all involved in this. WCB officers were also part of these workshops.

Everybody participated in the development of this safety policy. When we finished, we were very proud of this document and it

Bob Sitter *continued*

became our charter; this is where we stood. And every supervisor and employee has a copy. It is a meaningful document because of participation.

Our obsession is to develop ownership in the safety programs. It has to be an obsession. It's not something that happens; it takes a lot of hard work and it takes years to happen.

But the results! In the manufacturing sector, after a year-and-a-half, we had a 42 per cent reduction in lost-time accidents. We are well on our way to becoming one of the best in the industry. In the logging area, we went from almost the worst in the industry to the best in the industry—and it's a big industry. So we've had some very dramatic successes.

Problems Encountered Over the Years

Through that process, there were many issues and problems. First, there was some question whether we should do this as a company unilateral initiative. We were going to push the participative approach to clean up our safety act on the part of the company, and a number of managers insisted that we be the leaders and leave the IWA out of it. But we were determined. We went through that process, talked it out, and decided to go back to square one, bring in the IWA and start with a joint initiative. Thank God that was done, because through all the labour turmoil and grievances, the commitment of the senior members of the IWA never wavered. They were a part of the driving process all the way.

We had to go through some tough times in changing leadership styles with some of our people. Some of us started off being far more committed than others to the democratic method of running a company. It's tough on people who have more autocratic styles. Some of them left the company; a lot have been reformed.

One of the items that caused a big debate was in the first sentence of our safety policy statement—the question of safety versus production:

> Our commitment is to participate with our employees in order to prevent accidents, in order to achieve and maintain high standards of safety and production.

How many years did we fight over that one? But the words were very carefully selected—safety and production. We don't say in our company "safety first" because a lot of guys would look you straight in the eye and say "production is first." We say they go hand in hand; you can't have one without the other, and I can prove

Bob Sitter *continued*

it in our company. Where we've had dynamic participative safety committees, our production has taken off because people's attitudes in the plant improve. People get turned on. They like the process; they like the working environment; they feel more secure and proud of their jobs and production goes up. It seems so fundamental, but people still argue about this. The IWA members in our workshops eventually endorsed "safety and production."

Another issue was to develop the lines of communication throughout the company to make this work from the top down and from the bottom up. We haven't beaten that one yet by a long way, but we did a lot of things. I participated in the workshops; I still do. I make an appearance at all the workshops even if it's only for an hour. I sit down with the workshop attendees at the end of the day; we encourage that line of communications from top to bottom. It's never perfect and in a company our size, it's a real tough one to crack.

I appreciate listening to the people here and hearing the different approaches to solving some of the problems. I don't claim to have all the answers by any stretch of the imagination. The biggest problem that everybody faces in developing a democratic process is to cross the threshold of real ownership. I've heard many safety committee members say "What real authority have we got?" I've heard it again today—where's the real authority here? That's a tough issue which is never totally solved, but our management is groomed to let the safety committee run the safe practices in the plants.

Very important is that through this whole period, we did not have a safety director in our company. We made safety a line responsibility and we have the same situation today. We believe in hiring people to help us facilitate the participative process rather than having a safety director. This likely flies in the face of those of you who are safety directors. We don't want a safety director because it's too easy for a manager to say, "It's safety, you look after it."

It takes a lot of energy to make the bottom-up or participative process happen. We give managers support facilities to help make it happen, but we don't have a safety director holding their hands. I give enormous credit to a handful of people who helped us over these years to achieve today's dramatic improvement. The process we concentrated on is the most significant aspect of our improvement.

Verna Ledger

My task is to tell you, from the union's perspective, about the participative approach to control of workplace hazards initiated by International Forest Industries and IWA Canada.

I would like to talk briefly about some of the reasons that our union became involved and has since supported what I will, for the sake of brevity, call the "joint safety initiative."

For many years the IWA had not been impressed by the old traditional approaches to preventing injuries and diseases in the workplace. In an industry which is extremely dangerous, it is not difficult to deduce that the old approaches have not been working. Each year we count the toll of dead, permanently disabled and injured workers in the BC forest industry in the thousands. The number of occupationally diseased workers increases each year as well, although the true number is not known because of less than satisfactory statistical analysis. Obviously if the traditional approaches had been working, these numbers should have been reduced. Unfortunately, these old approaches have not been directed at the workplace but rather at the workers. They focus on the personal characteristics of workers and de-emphasize the role of dangerous work environments. It has often been accepted that "worker carelessness," "accident proneness" or "bad attitudes" were the main reasons for accidents; so, preventive programs have been directed to advising workers to "be careful," "obey their superiors" or to have a "positive attitude" towards safety; this somehow suggests workers willingly or knowingly suffer accidents and injuries simply to spite management. Often, incentives are introduced to "buy safety" surmising that if you pay workers they will work more safely and ignore minor injuries, once again deliberately perpetuating the picture of the unsafe worker and the "unsafe act" theory. Unsafe act theories are based on ideology, not science. There is no valid scientific evidence to support such a theory.

Much has been said about the positive effect joint safety and health committees have in reducing injury and disease in the workplace, and the IWA has for years supported the concept of joint committees. In fact, we first negotiated joint committees in our master contract in the early '60s. Subsequently, the BC Workers' Compensation regulations required joint committees in workplaces of 20 or more workers in Class "A" or "B" hazard industry. But, having supported the concept of joint occupational safety and health committees, we have over the years come to realize that simply to require a joint committee without providing that committee with the tools to do its work was an exercise in futility.

Verna Ledger *continued*

Although the word "joint" (defined as meaning "united" in Webster's Dictionary) somehow also carries the connotation of "being equal," that is never the case. Since joint committees are only given the power to "recommend," what usually happens is one side (the workers) recommends, the other side (management) decides, or as the saying goes "We propose, they dispose."

When workers on joint committees are faced with a "no response" or negative answer, it is no wonder that they become discouraged and even angry. Joint committees for the most part are not united and certainly not equal.

We are often told there are no sides to safety and health; that everyone wants to prevent injuries and disease; that we should use a cooperative approach. We agree this sounds very sensible, but the facts do not support the concept. For a worker, being a member of a joint safety and health committee can often be a frustrating experience. There is usually no training. A worker may come on a committee full of enthusiasm, perhaps with grand ideas of what s/he can achieve or on the other hand with no idea of what is expected of her/him. Either way, with no training or understanding of the role that committee worker soon becomes frustrated and often resigns. S/he soon finds s/he really has no ability to influence change and there is little recognition of his/her contribution by either the work force or the company.

The IWA, as well as other unions in the labour movement, has for some time attempted to change legislation to require training of committees and to give more power to committees to make health and safety changes in the workplace. Countries such as Sweden, Norway and Australia have been very successful in developing the abilities and authority of their workplace health and safety committees with some impressive results. We see no reason why this type of initiative cannot be repeated in Canada.

We believe worksite committees offer the possibility of ongoing monitoring of and immediate responses to industrial hazards, but only if they are given the tools—education and some functional authority to implement solutions. When the IWA was approached in late 1982 by Bob Sitter and Bert Painter with a proposal to explore the possibilities of a joint safety initiative, emphasizing the involvement of hourly employees, some skepticism was expressed, but we decided to give it a try. After all, Bob and Bert were basically emphasizing what we had proposed all along—a program of education, training and involvement.

Bert as the facilitator met with representatives of the IWA logging locals involved and with me to outline the program of education

Verna Ledger *continued*

and training for committee members, which began with the first session in Port Hardy, BC in 1983. Each of the nine camps sent an hourly employee, a foreman, the camp committee chairman, and the camp superintendent to the three-day session. The topics which were presented had been jointly developed by Bert and the IWA. The local union representatives and I (representing the national office) attended and actively participated.

It was extremely satisfying to observe the way in which these workers absorbed the information and, through a series of workshops, developed suggestions for ways to further develop these ideas at their camps. On leaving that first session we in the union felt generally encouraged but still somewhat skeptical. We were not convinced anything could be achieved unless these educational sessions continued and there was ongoing follow-up.

We were not sure the commitment of the company would continue; we had been burned before by initiatives which had been one- or two-day wonders, raising workers' expectations only to have them fall flat with no ongoing commitment or involvement. That was not the case with this safety initiative; there was continuous follow-up, with Bert Painter visiting every camp several times in the next few months and assisting the trained committee people to develop their ideas and initiatives.

It also became obvious that Bob Sitter meant what he said about commitment because approximately six months later we were back in Port Hardy for another three-day session. At this meeting an important development took place. Besides presenting new educational topics, each camp committee was expected to report on the progress of its safety initiatives. One camp, Scott Cove, had progressed by leaps and bounds ahead of the others in developing its program; the reason soon became clear—the management at that particular camp had decided to give much more decision-making power and more responsibility to the committee. The results were obvious. There was a very apparent pride of ownership among the members of the Scott Cove committee, and a sense of surprise among the others that so much could have been achieved in a relatively short time. There developed a determination among the other camps to achieve the same success or better. As each camp worked through its list of goals and began achieving some of its plans, it became necessary to devise new tasks and provide new educational sessions so that the work would continue to progress.

This has required ongoing meetings between IWA local representatives, Bert Painter and me to develop ideas for these sessions. It has also succeeded in encouraging the involvement

Verna Ledger *continued*

of the union on a continuing basis in the development and results of the joint safety initiative.

Bert has shown you the diagram which tracks the improvement of the logging sector in reducing injuries, and Bob has talked about the cost saving to the company. From the point of view of the union, the safety initiative in the logging sector has meant reduced suffering, pain and even death for our members; it has provided committees and workers with a sense of worth and pride in their achievements.

Unfortunately, as Bob has mentioned, there was a downturn in the steady climb to success with a change in management and the loss of the facilitator to the manufacturing (sawmill) section. Although there still appeared to be a commitment from management, not replacing the facilitator and perhaps allowing some laxity in the ongoing commitment resulted in the injury rate beginning to climb. This culminated very quickly and very disastrously in a fatality in one logging camp. To the credit of everyone concerned, a decision was made to get back on track and another facilitator was hired. A session was recently held in Port Hardy, and all have re-dedicated themselves to the program. We hope it will not get sidetracked again.

When Bob Sitter and Bert Painter moved from logging to manufacturing, again the IWA was approached with the idea to begin the joint safety initiative in the International Forest Products' sawmills. Because we now had experience, we assumed setting up the joint safety initiative in the manufacturing sector would be fairly straightforward. In the final analysis we discovered there were considerable differences in the two sectors. For example, the seven sawmills were located in three different locals of our union. We first met with each local president and safety and health director to describe the initiative and relate the success story of the logging sector. But we found much more reluctance in the manufacturing sector to embark on the program, much more skepticism and actual mistrust. Finally though, we were able to get a commitment to give it a try.

The next step was to convince our union members in each operation to participate. Again, there was much skepticism. Bert Painter and Bob Sitter determined that, to get this program under way more quickly, a task force would be created in each sawmill operation; the plant chairman and safety chairman would sit on the task force so that both committees were aware and eventually committed to the program. That would mean involving all the crews. It was suggested that the task force would only exist for about a year and then all tasks would be turned over to the joint safety and health

Verna Ledger *continued*

committee. I have to admit that at that time I was not convinced this idea would work. I felt that the joint committee would somehow feel its authority was being superseded by the task force. At first some reservations were expressed by the regular committees; but as time passed, because the task force knew its main task was to involve and to seek the commitment of the joint committees, these problems were overcome. The task forces have now mainly been disbanded and the committees have taken over.

The manufacturing program has been interesting to follow since many of the committees include both management and labour people with old ingrained ideas which are hard to change. The skepticism has not entirely disappeared although it is much less evident. As more and more has been achieved and as more sessions were held where committee members could discuss their concerns with top level management from their operations and with Bob Sitter, there seems to be more comfort with and acceptance of the initiative. The reduction in injuries over the last one and a half years has been extremely encouraging; and workers are starting to feel good about their achievements.

So, has this particular BC experience in participation in the control of workplace hazards worked from the point of view of the union? I would have to say definitely yes. That is not to say we do not have concerns and questions for tomorrow.

For example, we often hear the word responsibility. We are told with true involvement comes responsibility. That is true. We accept responsibility to use our knowledge and rights to develop the best protective programs possible. We accept the responsibility to continue to be involved, to train others, to work safely ourselves and to encourage others to do the same. We do not, however, accept responsibility for discipline nor for liability. We cannot be responsible if someone does get hurt, in spite of what we have done. Because we do not own the means of production, we do not have the right to hire and fire (nor do we want it) and we do not reap the profits. So it stands to reason that our responsibility is limited. Committees must never be expected to replace government inspectors as self-regulators, because self-regulation is not the answer. We need to be there as catalysts or assistants to the inspectors, but we don't want to take the place of inspectors or feel that there should be fewer inspectors.

We have other concerns. Is the program mainly a one person show? If Bob Sitter leaves, will the initiative stop? We have seen that happen before. We hope that is not the case.

Verna Ledger *continued*

We also wonder, can the momentum continue? Will people become apathetic, bored or discouraged? Maybe. But we believe that if the level of commitment by the company continues and the involvement of the union is maintained, this joint safety initiative will continue.

Our goal now is to encourage other forest industry companies to begin similar initiatives. We believe it is possible to drastically reduce or even eliminate deaths and injuries in the forest industry.

Bert Painter

I want to reinforce what I regard as the important aspects of participation and particularly direct participation of workers on the job. This approach has the potential to get a much higher rate of reporting and response to "close calls," or "near-accidents." We have tried to adapt some of the Scandinavian work, particularly to encourage the reporting process. We have found that much can be learned from dealing with near-accidents; and it is easier to learn from these incidents than from accidents where emotions are stronger and there is blood on the floor. In most workplaces, it is very difficult to get near-accidents reported, but the more that workers are involved and control the process of reporting, the more we've seen them contribute and participate in near-accident investigation. We've taken, through all of this, an approach we call guided autonomy; we've developed a framework within which individual operations have developed their own techniques for near-accident reporting.

As for physical hazard control, we have been able to break down the pattern of monthly reports. We look instead at handling problems immediately when they are identified, in the course of the workday by people on the job.

There is also tremendous potential for workers to design and write their own work procedures. After all, they are the persons who will have to put these procedures into practice. In logging and in manufacturing, we are starting to produce booklets and procedures that the workers themselves have written.

Worksite design deals with issues such as chemicals introduced into the sawmill. In the woods, loggers work with engineers to design guidelines for the layout of logging operations on very steep hillsides. The foundation for much of this is the joint safety committee. The joint committee is there to oversee and to manage and to coordinate; not to do it, but to ensure that all of it is done. The committees have their own terms of reference; in most cases they include the authority to make decisions, and not the more

Bert Painter *continued*

limited recommending role. But the committee's basic role is to develop the overall safety program, maintain it and improve it—not to do it. The doing gets done by people who do the job.

I think it is very important to bear in mind some organizational characteristics. We have, with the clear understanding and support of the IWA and the company, aimed for these joint committees to be chaired by hourly people; we haven't said it has to be that way, but in almost every case it has been. This puts tremendous pressure to educate people, to enhance their ability to run a committee and really understand a safety program. And, at each worksite, the works manager (the superintendent or whoever) is a member of that committee. That's how the buck stops here. It may make it harder and require more time to get decisions, and yet most people now understand that it's the most effective way. But the committee doesn't make things happen in terms of the real day-to-day control of hazards. This happens because of the work crews themselves. We try to develop leadership among the hourly workforce so that they can deal with hazards. Not just in communicating between worker and supervisor, but among workers, who learn continuously in terms of how the flow of work takes place. So that's where we go for the control of hazards—on the job.

Slide 10

ELEMENTS OF ACCIDENT PREVENTION
Short-Term Planning of Work
Long-Term Planning of Work
Housekeeping of Worksite
Protective Clothing-Selection
Protective Clothing-Use
Induction of New Employees
Tools and Equipment-Selection
Tools and Equipment-Maintenance
Training
Correction of Unsafe Acts
Correction of Hazardous Conditions
Work Rules and Standards
Safety Promotion and Education
Safety Inspections
Accident Investigations
Labour-Management Safety Committee
On-the-job Employee-Supervisor Communication
On-the-job Communication amongst Crew

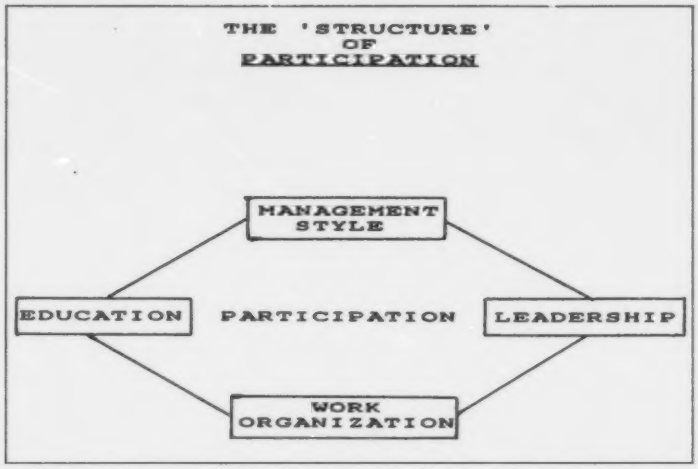
Bert Painter *continued*

It has also been important that we talk in terms of hazard control, as opposed to safety or the prevention of accidents. We have always tried to figure out where the hazards are, because that is what we have to control. What has come out of this is a list of items first developed by the loggers now in the process of being used by the manufacturing workforce and management. Hazards originate in such matters as the planning of work, the selection of clothing and of equipment. When you ask the question "Where are the hazards?" it develops a focus which is very different from traditional safety programs. So the question is how much involvement do workers have in the planning of work? How much involvement do they have in the selection of tools and equipment? Then, there is participation in procedures such as accident investigations and training.

We have also examined such "safety" issues as shift schedules. One of the greatest hazards that loggers identified was being in the logging camp for six weeks at a stretch. Some of the most important work done in the logging operations was the change in those shift schedules back to ten or fifteen day stints in camp. I would suspect, in the manufacturing operation the design of jobs is going to become an issue because often manufacturing workers say that the biggest hazard is job boredom. We've always asked ourselves how much input, how much responsibility, how much influence workers do have in each area affecting safety at work.

The idea is to take each area (such as the planning of work) and determine how much influence workers have now and how much influence you want the workforce to have. In some areas people want to share responsibility and control, but in others they would rather just have input. That's how we've monitored and guided the process of developing participation.

Slide 11



I'd like to leave you with thoughts about some really critical factors—what I would call the structure of participation. One of the reasons we were able to make a quicker start in the manufacturing operations is that there was more acceptance of a more participative style among the management group than in logging which, by nature, has a more authoritarian management style.

You cannot have meaningful participation without education. You can actually put your workers at a greater disadvantage if they don't have the information and the tools to deal effectively with management. Then, it's going to take leadership. Somebody has to stand up and be counted and assume the responsibility that comes with greater power. The organization of the work is going to be critical in participation. One of the advantages of logging has been that workers in small groups can work out problems continuously in the work process. We are struggling with the organization of work within the manufacturing operations. I believe we will crack it, but it is more difficult.

The availability of people to work on participative functions is tied up with the organization of work. I have moments of despair when workers sometimes have difficulty with the responsibility leadership calls for; and when management finds difficulty in willingness to learn and willingness to share authority. Fortunately, there have been people like Verna and Bob who have demonstrated that kind of leadership.

What has also helped is that there is a basic compelling logic to it all. The logic in safety is similar to what we know about quality: you build the quality in; you don't make it by handling defects out; you delegate to the front line, to give them the ability to control

Bert Painter *continued*

quality; you listen to the customer; you get close to the customer. Remember, who is the real customer of safety, and who you must listen to about the control of hazards?

Georgio Gaudet

Did the labour force remain relatively stable in that process, or did mechanization take over part of the industry? And, Bob, did you undergo a conversion on the road to Damascus, or was it in your nature?

Bob Sitter

In relation to the stability of labour—it's interesting to note that we kicked this off in 1982 at the rock bottom of the recession. The forest products industry in western Canada really suffered to the extent that some plants were shut down 40 per cent of the year. Labour turnover became a thing of the past at that time and we've had fairly stable labour forces ever since.

I've been involved for the last 25 years in trying to move mountains with all the frustration of trying to overcome 50 years of traditional management styles. I don't believe in the old management style of top-down management; the Japanese proved that there is another way of doing things. I was just worn out trying to do it the old way. I guess I grew up committed to this method—bottom up—and finally I got some help from the people on this panel with me, along the road to Damascus.

John Dugal
MTD Products Limited

What steps were taken in setting up your peer learning process? Did the steps involve the employee right from the start?

Bert Painter

The first rule for education of the hourly workers was that the committee chairman would be involved, and then other hourly people on the committee would be involved. These people were selected by the hourly committee chairman in discussion with the camp manager to arrange the release of these people for this education. One of the real challenges with this exercise is that over the years, particularly with the hourly employees, there has been quite a bit of turnover. This is good actually, although it puts tremendous demands on the education process.

Bob Sitter

The educational process has been to educate the people not only in the technical aspects of their jobs, but also in things like communications and chairmanship skills. The emphasis is on those skills necessary to be effective safety committee members.

Bert Painter

Workers are constantly reviewing what their peers in one plant are doing about the control of certain hazards. They're teaching themselves. The inspiration for this idea came from the loggers, because loggers are great at telling stories. They had the ability to talk with one another about what they were doing to develop safety in different situations. They were much more willing to listen to one of their own than they were to listen to Verna or me.

Verna Ledger

Initially, the first sessions in Port Hardy, British Columbia, included communication and chairmanship skills and strictly educational topics. That was before people began to talk and feel relaxed and wanted to develop some ideas for their own camps. Gradually through that process, they learned to communicate with one another; they learned to plan what they could do and what they would do, and set their goals in their own operation. There was follow-up in each individual camp, because people who were going back to the camps had a big job ahead of them. They had to try getting the workforce involved; they had to try making the workforce understand that they were going to have to implement some changes. Bert had to go in to help them do some things. Some of it was straightforward education; some of it was teaching them how to investigate accidents; some of it was how to do inspections; and general things, such as how to serve on a committee. In addition to this specific education, broader issues were brought together in Port Hardy. Then the exchange started; then there was this peer learning, because some had actually achieved some things and the others wanted to learn from them. They asked: what have you achieved? how did you do it? can we do the same?

Reports of Homogeneous Groups
Plenary Session

Recommendations and Directions for the Future

Plenary session

Report of professionals

Doug McDonald
Municipality of Metropolitan Toronto

This will be a bipartite report—Ian Carruthers will represent government and I will represent professional interests. Issues that we discussed on participation in the workplace included education and the delivery of education. How does one find out who knows what? We discussed establishing a network of professionals who have knowledge of health and safety as well as education and delivery as a start; maybe that already exists to some degree. Discovering the resources that are available to all of us—institutional resource, such as the Canadian Centre; academic resource, such as McMaster University; and private sector resources that are coming along with WHMIS training, WHMIS packages, and things of that nature. I am sure that the private sector involvement in health and safety is going to be tremendously enhanced this year.

We agreed that there is a lack of resources to provide the necessary support services to small companies and small shops with fewer than 100 workers. They do not have access to a toxicologist, an industrial hygienist or other sources of good advice on occupational health issues, nor do they know where to find them. They may have difficulty paying for those services; but perhaps there is a role for the private sector in providing those areas of expertise.

We debated at length about the delivery of education, and we came back again and again to the "train the trainer" approach. There are benefits and drawbacks to any approach, and it is not by any means the only option, but it did have some appeal. One of the benefits of the approach is that it is extremely participatory. And it develops leadership skills necessary to encourage participation in the workplace. And if it is joint training, management and labour participate jointly in resolving the problems related to lack of education.

Certain skills such as communication skills, interpersonal relations skills, and leadership skills are developed in the "train the trainer" program. You also hit a lot of people by training key individuals who go out and train more. So you have a broad-based coverage. One of the drawbacks is it's time consuming and can be quite expensive; it cannot be a one-shot deal with no follow-up, no continuation of the education. It needs strong management commitment throughout; it has to be followed all the way through.

Who's going to do this training? The consensus was that joint training was a proper mode for promoting participation. And we agreed basic training should be part of a general school curriculum: what it means to be exposed, what a dose means, and occupational health issues should be a mandatory part of curriculum in high

Doug McDonald *continued*

schools and in higher level institutions. Safety associations in Ontario have a mandate to deliver education in the workplace, but trainers could be from unions and management ranks; there is a surprising level of skill there to be developed. But there will always be a need for experts in specific topics or to facilitate the training process.

The private sector, I presume, would play a role in the process. Again and again we asked who's going to pay? Smaller industries may not be able to afford to pay; Ian may have a comment on government's ability to pay for it. We have a pan-Canadian representation here; we see that economic determinants from various regions are going to affect this. In some regions, there's been less emphasis placed on health and safety in the workplace, and the resources for developing training packages may not be available as readily as in others, such as Boomtown, Ontario.

Future directions—we felt that it was extremely important to train top management. Engineers who design the workplace, design ventilation systems need training in health and safety. Production managers are deeply involved in the process; they need health and safety education. And safety must be an integral part of the production process; it must be built into the product from the start; it can't be added on or appended. And so participation is vital to building health and safety into the work process.

Management commitment to participation is extremely important and extremely hard to measure; it is sometimes non-existent. How do we develop management commitment to participation? There is the stick—prosecution. And the carrot—incentives that could persuade them that health and safety is important both to a good product and to a participatory process. The promotion of reduction of cost, reduced injuries, reduced equipment damage is the bottom line. And a good bottom line will certainly help develop management commitment. We've heard about the improved quality in the product; our product is exceptionally good, and we look after the people who make that product because they are part of the process. It is not necessarily a dollars-and-cents issue. Union leadership, of course, will have an impact on management commitment. If they establish a cooperative trust, both can see the benefits of participation in the workplace. And making unions involved in the process accountable for making these programs work is a key to doing just that. So safety must be integrated into the work process; it must involve workers and management.

Report of government

Ian Carruthers
Occupational Health & Safety Advisory Service
Ontario Ministry of Labour

Government has a major role in health and safety programs, by encouraging participation in joint health and safety programs and by facilitating development of joint objectives and joint action steps toward control of workplace hazards. Government is involved in drafting enhanced legislation and regulations; we would suggest that it be done in future through tripartite committee structures. The government's present role and delivery mechanisms for education programs on legislation need to be examined. All the options should be examined to ensure that legislation requirements, especially rights, responsibilities, and duties of all the parties in the workplace, are clearly communicated to the workplace parties. I believe there should be new initiatives and legislation, not just from the bottom-up workers participating in health and safety programs, but from the top down. And there should be senior executive commitment to the health and safety program, and that should be legislated by a policy statement from the chief executive officer of the organization. Also, the chief executive officers should be made accountable; in most legislations they now are not. Owners, employers, supervisors and workers do, but senior executives don't, have any direct duties, and we suggest that they should have.

There should be requirements for joint health and safety committees to agree jointly upon specific terms of reference for their particular workplaces. Terms of reference should address the structure and the function of the joint committee. The committee should be made accountable; we suggest that the committee should submit to the government an annual work plan and report of its activities for the past year.

In worker participation, we believe the legislation should be enhanced to indicate that there should be compulsory training for workplace health and safety representatives, whether they're management or union or non-union, and that there should be paid time off work for them to attend training sessions. We believe that government should also review the funding issue for implementation of initiatives in the workplace, whether it be research grants or whether it be money for training workers and health and safety committee members. There should be initiatives for involvement of workers and supervisors with engineering departments and with safe job analysis and with the design of work processes. This is an area that we believe should be addressed by legislation.

Lillian Vine

The people I'd like to introduce now are the Chairman of our Council of Governors, Martin O'Connell, and our President and Chief Executive Officer, Gordon Atherley, who will be closing the workshop.

That last report was a first in the history of our workshops. There were several government representatives at this workshop and they were very active participants in discussion. But they weren't sure that they wanted to report as a group; they thought they'd go with the professionals. Something happened on the way to the platform, and what you heard was the first government group report at one of our workshops. And I think it's terrific.

Report of labour

Chuck Emberson
United Steel Workers of America, Local 1005

I would have liked to have heard a report from each mixed group rather than just one from management, one from labour, and one from government and professionals.

We looked for a way forward, and we came up with a couple of objectives that we felt we had to meet. One to make health and safety committees more effective; the other to determine the role of participation. In trying to meet the objectives, we looked at four points: legislation, education, support groups and promotion.

We believe that legislation is needed in Canada to make joint health and safety committees mandatory in all workplaces, whether they be industrial, mining, construction. Legislation for committees should deal with the rights of joint committees to participate and influence; with work practices, procedures, design and implementation of new equipment and new substances, and testing in the workplace. The labour group's consensus was that joint committees should have influence with shared responsibility; that is, that labour meet with management, give their concerns and come out with a joint conclusion at the end. Labour needs that kind of ability to make the point to management so that it can make recommendations. And not just make recommendations, but get some follow-up. The legislation for committees should deal with education for all committees. The education should be a standard program, and it should be developed and/or agreed by a tripartite organization. With these legislative changes, we need a stronger enforcement of legislation by government, so that the health and safety committees are allowed to set up and do their jobs. Linda Jolley spoke specifically of Ontario, where there are problems with workplaces that should have committees now but don't, and with government not forcing this issue. We have to have better enforcement to get joint committees to function in their jobs.

Chuck Emberson *continued*

There should be education and training programs for all workers in health and safety. They should be designed to give workers an understanding of legislation, of job safety procedures, of basic toxicology, of accident prevention, of communication skills, of problem-solving skills, of hazard awareness and of ways to control hazards.

Programs should also be developed for all schools—grade schools, high schools, community colleges, apprenticeship programs, and degree programs in universities. They should deal with the basics of health and safety legislation, toxicology, hazard awareness, CPR, first aid, and communication skills. More co-op programs should be developed to give students a hands-on approach in dealing with issues in workplaces to give them a better understanding of occupational health and safety. There should be mandatory indoctrination programs in the workplace to give new employees specific training to help in preventing injuries and to make them more aware of hazards.

The training itself should be joint; the program should be developed jointly, should be given jointly and should be received jointly. We believe that peer instruction would bring about better understanding and better reception of the training programs. We touched very briefly on the cost to management, and think some forms of incentives such as tax breaks could be given to industry to ensure the training is done. At the same time, I think that we should be able to show the benefits of that training.

The support organizations—we have to do a fair bit of education on them because we have to get all organizations to support the changes. When I talk about all organizations, I'm talking about management, government, labour and various safety associations. This can be done through examples, such as the BC Experience and other systems being tried elsewhere. We heard in the first panel what is being done at Inco in Thompson, Manitoba; they are getting the workers on the shop floor to make changes, to implement job procedure changes, to make sure the jobs get done better. Through discussion of such things with companies, we can do a lot more to show them the need for that kind of participation. I think we will see a great improvement in the reduction of accident rates, and the companies will have the incentive of a drop in WCB assessments. Along with the increased productivity there is the increased quality of the product. Unions have to educate themselves in health and safety; they should set up specific departments in their own organizations to deal with health and safety.

Other points and ideas we considered, you might want to think about in time. There was a concern about piece rates, or bonus

Chuck Emberson *continued*

rates now paid to workers; if we are serious about preventing and eliminating accidents and illnesses, we have to deal with this issue, because set piece rates force people to meet quotas which if they exceed, give them bonus rates; people could be inclined to work more quickly and possibly take shortcuts which may create safety hazards. That is a problem in industry.

Another concern was noted; in the construction industry in Ontario there seems to be a problem with the system in the regulations. A company can be in business for a few years, suddenly close down, and start up a new business under a new name a couple of days later; and it's a whole new ballgame when it comes to WCB assessments. The government should be looking at better regulations, because these companies do not have to worry about health and safety; they can pack their bags two years down the road and start up a new company, and not be penalized for the safety problems that they've had in the past.

Report of management

Vic Bachmeier
Domtar Construction Materials

One of the most significant things I find is the commonality that we as managers share with the other constituencies (labour, professionals and government) in striving for solutions to health and safety problems and in the development of health and safety functions. For management to fulfill the needs, we have had to be aware of the issues. The management group spent a great deal of time discussing: what are the issues? what is it that we really need? what has to happen? I'm going to address those points as we go along.

If we are going to address those needs, once identified, we are going to have to find some commonality with the other interested groups; a great deal of commonality is already evident. Companies, for the most part, have a commitment to work and develop a cooperative climate in which health and safety issues and problems can be dealt with. Usually top management is committed to the program of implementation, but maybe there's a little bit of a gap somewhere down the way between the manager and the front line people! The front line people tend to be the people who interrelate most with the worker health and safety representatives. So, in our commitment to participation, training and education are going to have to cover that whole spectrum from the CEO to the plant foreman.

Management has always had control—and there are those who are very jealous of that right. But in more progressive management,

Vic Bachmeier *continued*

I see a move towards shared control in arriving at common decisions affecting health and safety. It is still the responsibility of management to provide leadership since it's our people who are being hurt; it's our people who need the protection; who are prepared to share with us the process of decision in getting that protection. It is in the realm of management's control to provide motivation—which is another form of communication. The spokesman for the labour group said that bonus pay or piece-work systems spawn unsafe work practices. Well, it's within management's right to provide motivators that are more constructive when necessary. Management must provide the motivation and show each worker that it is beneficial to him/her to improve health and safety systems.

We already have methods of training on the job, training to the physical skills in the work environment, and we have some patterns to follow for that type of training. In the mines, it is in modular training in basic core skills and then in specialty skills. The equivalent in trades is having, for example, an electrician reach specific training standards. Mechanics and other trades have an equivalent standard to which they must measure up. That's the training aspect.

What is the formula to accomplish training? Some aspects of training should be given in the classroom context. For example, hazards of chemicals lend themselves to the classroom context. But the classroom context alone is not going to provide each worker with what s/he needs to know! In the same manner as in an apprenticeship program, there needs to be a consideration of both on-the-job learning and classroom learning.

I do not think it adequate that information groups, such as the IAPA in Ontario, are working with the schools in putting on classroom sessions for them on health and safety functions. Occupational health and safety must become part of the school's curriculum. I believe the education system is there to serve the needs of the community and those things which lend themselves toward classroom education should be provided in the school system. I would suggest that the role of community colleges, in part, is to provide for all workers a base level of instruction in health and safety functions—in worker representation—where to go to find out what. When the school system accepts this responsibility, every employee can be sent by an employer, large or small, to the community college to get the basic health and safety training credentials.

What kind of participation is required? It (training) should include everybody from top to bottom; everybody who is a worker! A chief executive officer is a worker in exactly the same sense as a foreman is a worker; in exactly the same sense as a drill press

Vic Bachmeier *continued*

operator is a worker. Everybody has an interest. How broad should this training be? It must cover the full range of jobs in industry. You must remember that there is no way to go out and produce safety—it is not a commodity which you are producing. Safety is the method by which you produce a product, as are quality and production.

In terms of developing what should be done in setting health and safety standards, I am recommending that we take a tripartite approach. This has been quite firmly established (we are using a tripartite approach here right now) in Ontario in the mining industry, with which I am familiar. I don't believe that Ian Carruthers (government) wants to run our plants for us. He wants us to develop safe systems in those plants, and he or his people would like to be there when that is being developed to be assured that we are not going off into left field in developing safety systems. I believe I can say the same about professional and labour representatives, that they don't want to run the plant operations. We're quite prepared to run it, but we must develop what we're going to do jointly because labour and government have as much interest in what's going on as we have. And so, I believe that the only true context for the development of the standards for safety and health belong in the tripartite context.

The Ontario mining industry has established a common core training standard for supervisors in hard rock mining. Everybody here has said that the main workplace relationship is on the floor between the supervisor and the worker. Yet, with all of the intent to educate workers of their rights—to educate workers under WHMIS about the hazards of chemicals, to educate workers in the physical function as to the dangers there—nobody said what the supervisor has to know! Yet we had a statement on day one that in most cases of fatalities or major injuries, the training (or the lack of training) of the supervisor was a major contributing element. Questions which require answers are: Did the supervisor know what the worker had to know so s/he could monitor the worker's performance? Did s/he know what physical safeguards had to be in place? Only in the hard rock area of the Ontario mining industry has there come about a tripartite standard for supervisory training.

Management's position is that we can and should address the problem of supervisory training in health and safety in conjunction with employee training in health and safety, and standards for that procedure should be developed in a tripartite context including management, labour and government.

Discussion

Bert Painter

Chuck, you said the view of labour on the right to participate means participating with management with shared responsibility. And Vic, you spoke to the issue of control and said that more progressive companies are moving to share control. In the health and safety committee process itself, what does this mean in terms of the committee being anything more than a recommending body, since the committee includes labour and management representatives?

Vic Bachmeier

There was a perception in the beginning that everything belonged to management except that which was yielded in legislation or in collective agreements. Obviously, the bottom-line decision is going to belong to the owner or management. I have indicated the management group has said it is prepared to share control, which means to be open to recommendations; unless there are overriding reasons, those recommendations shall be considered one of the commandments. "Thou shalt do because there is good and honest reason for doing it." This still is in the recommendation format because I have heard other groups say they don't want to run things, but they do want to participate in arriving at those decisions. So that's the position management has established—we're quite open to all the recommendations and where possible, their implementation.

Chuck Emberson

Labour believes in shared responsibility and wants more influence than we have now, where we recommend to management and they make the decision. The legislation doesn't speak of it. But the labour movement wants to be involved in the development of procedures, the development of changes in work practices or work design. For example, bringing in a new piece of machinery: the joint committee should be involved, should have a say in whether it is the best piece of equipment, whether it is properly designed or whether it has the proper safeguards to prevent injuries. It's the operating people or the people on the shop floor who are going to be using the equipment. The equipment may be the cheapest or it may be the most expensive, but it may not do the job that is needed.

Often pieces of machinery or equipment have been bought which by the time they get to the shop floor are just not what is needed. The machinery then goes by the wayside or it does not really do the job that people want. Labour wants to look at it as a health and safety issue, but also have influence or input to ensure the exact piece of equipment needed is obtained. You want equipment you can use and use properly.

Gary Kelly

It is interesting that we have government, organized labour and business on our panel, but we should not forget that a vast majority of workers do not have any representation. I'm talking about the non-union workers.

Ian Carruthers addressed this issue, but it's important that we keep in mind that the carrot and the stick can both be effective when used at the right time. In implementing legislation, we have to enforce the legislation that we already have; before you use the big stick approach with small companies (and drive them out of business), you must provide the training and education. It's certainly very encouraging to see consensus built among government, labour, management; I hope non-organized labour eventually will be represented, too. Now the challenge is how to burn into the consciousness of every Canadian that we're all in the same game; if we don't win, we're all losers. I'd like to ask Chuck, who's from a unionized environment, about the tripartite commission; if, in fact, it is successful in implementing occupational health and safety endeavours, where do you think health and safety issues should be in terms of negotiations?

Chuck Emberson

Our position in Local 1005 of the Steelworkers is that health and safety is not negotiable. We believe that health and safety is an everyday issue, not something you can negotiate away. When you get down to the crunch in bargaining, something goes off the table. It has never been our intent to remove things of an occupational health and safety nature. We do negotiate items under health and safety, but it is usually to get training programs, better design, better programs. But what is legislated or regulated, that's a day-to-day issue; we don't negotiate that. Organized labour can get other things that can help improve occupational health and safety over and above what the legislation requires; and they do that through negotiations. I agree that one of the main problems is the unorganized workplaces or the workplaces that don't have joint committees. We did address and we agree that all workplaces should have mandatory committees, and that's where the government is really going to have strong influence. It will need a big stick to make sure those committees function and do the job. The bottom line is we have to prevent the injuries and the illnesses that do happen in all workplaces.

Vic Bachmeier

All through these sessions, I have been painfully aware that none of us represents the small business employer or worker. We presume to speak on their behalf, but we do not. Speaking on behalf

Vic Bachmeier *continued*

of management, we can say that for organized companies, larger companies and management, we are making every effort to blaze the trail and set the standard of cooperation, to open the doors, to work with our workers, whether they be unorganized or members of an organized union. We have to set the pattern which others can follow. It was in that context that we talked about involving community colleges and public institutions in occupational health and safety training for all workers, not just those of big companies or big unions. I hope we share that in common.

Chuck Emberson

We may not be able to speak for all businesses or unorganized labour, but we can agree that to prevent accidents and illnesses, there are certain bottom-line standards that have to be set and met. It's through government agencies that all workplaces will be forced to comply.

Bert Painter

I have a question of all panelists about their impressions not of the committee process, but more of the issue of direct participation. All of you touched on the notion that safety is an integral part of the production process, whereas we may have historically seen them as quite separate issues. One of you referred to participation being vital in terms of building safety into the work process. I would like to ask each of you what you would see as being the most meaningful forms of direct participation in the control of work hazards.

Ian Carruthers

The most meaningful form of direct participation is through joint health and safety committees; but more directly through departments that are actually addressing job safety analysis on the production lines—they are the supervisors and the workers. The safety committee has a contributory responsibility and participation. The supervisor has a direct contribution. The worker must have that participation to go ahead with meaningful health and safety programs. I earlier mentioned giving the right to workers to participate in job safety analysis initiatives.

Doug McDonald

I would like to reinforce Ian's opinion that the forum that exists right now, the joint health and safety committee, may not work perfectly; it may lurch along, working sometimes and having to be put back on track from time to time. That forum in the workplace

Doug McDonald *continued*

is a key point of interaction between management and the labour force; if you involve senior management, so much the better. Everybody has used the word "recommendation" in a derogatory manner because it doesn't have the power of "You shall!" But if they involve those people who can make decisions, recommendations can be very strong indeed. And they do have the power of joint activity rather than the influence of an individual.

So I see the functioning of the joint health and safety committees as being enhanced, probably legislatively, but having a positive impact even though they may not be perfect, and even though they may have to be fueled, maintained and operated. Many items shouldn't reach committee level. If problems are dealt with right away and resolved, you don't have to spend time in the committee talking about them. Those everyday activities come down to the worker and the interface with the work and the supervisor.

Chuck Emberson

I can't really draw a fine line between direct and indirect participation in terms of the joint committee. The joint committee's job or function is to help by giving, through education and training, the tools that are needed to set up job procedures, to understand work processes a lot better, to do the job better and to set up the practices. I think you have to look at it as a whole. Everybody is in this together; somebody has to lead. I think the joint committee will be the leader and will give the direction and the force.

Vic Bachmeier

As I define that vague element between direct and indirect participation, we are indirect when we sit in meetings in joint health and safety. What we are doing is analyzing or assessing or evaluating what we're getting done. And we're communicating. For joint health and safety committee members, I see three major functions of direct participation. One is in job analysis and in the development of procedures and standards which will minimize or eliminate the hazards.

The second is fulfilled in small measure by the monthly inspection of the workplace. That inspection is a formalized thing and tends to lead to a physical conditions inspection. After a while this becomes almost redundant, because you can judge the physical aspects of things more quickly when you can truly tune up work practices. Each person on the health and safety committee should observe work practices and build a store of knowledge of things that need to be addressed collectively.

The third role of health and safety representatives is the investigation of accidents or incidents and their underlying causes

Vic Bachmeier *continued*

to further develop procedures and standards which can prevent or eliminate accidents. You can and will develop procedures and standards either from the sad experience of accidents, the near sad experience from incidents, near misses or damage or you're going to do it in a job analysis format. An incident is a failure of the system to have addressed it beforehand.

Those three roles are the active roles of joint health and safety committee: the development of procedures and standards in a cooperative manner; the investigation of accidents, incidents and base causes; and the monitoring through daily observation or inspection of job practices.

Jim Bryson

It takes a lot of courage for me to ask this question; it is one I've always wanted to ask. I may be laughed out of the room, but it is something I've thought about for a long time. I've heard talk about tripartite input and tripartite meetings. But, human nature being what it is, we do have autocratic managers, people who will maintain control at any cost. We do have renegade workers, unionized or otherwise, who have hidden agendas, who are interested in creating friction, not reducing it. We do have ultra-bureaucratic civil servants who come into the workplace, whose interest is self-interest. They are not interested in programs, but they do have an influence. The question I would like ask is: does the panel see this kind of thing as a major problem in the formation of programs, as a very small problem or as no problem at all?

Vic Bachmeier

I think what I have heard from you is just a clear description of the cross-section of the human race. We've got our dictators out there; we've got our malcontents; we've got our terrorists; we've got them all in the world, and we have them in the workplace. I believe cooperation can and will prevail if there is enough commitment from those who support it. Sure you have the autocratic manager, you have the rebel worker, you have the tyrant administrator. But I believe that the very gathering of groups like this is the answer. Yes, we can do it together.

Chuck Emberson

I agree that we have to face those kinds of problems. But the proper training, the education, the working together, the legislation has to be there. Some of the problems we have today are because of the lack of enforcement or the lack of legislation itself to show smaller industries what they have to do, what is the bottom line.

Chuck Emberson *continued*

For workers everywhere, the bottom line is preventing people from getting hurt and stopping the illnesses and injuries that are occurring. In the BC Experience, 30 per cent of the managers or supervisors left because they couldn't handle participation. We have to continue to go ahead; to keep taking steps ahead; and hope some of them will come on line in time. Some won't; but peer pressure from other managers and other industries, peer pressure from other workers, and peer pressure from government officials will do a lot to change them. At the same time legislation and enforcement will still protect the workers.

Doug McDonald

Co-existence doesn't mean all sweetness and light; there are going to be struggles along the way, but the successes have to be counted. Eventually the pressure of success will convince even the reluctant ones.

Ian Carruthers

There's no doubt that there always will be activists in the labour movement; there always will be autocratic management types. We're not always going to have cooperation in health and safety programs. There may be things we can do to turn people around, change their attitudes, like the existing safety and health objectives program. But there will always be people who will be renegades. It takes all kinds to make a world. But if we can divorce occupational health and safety from the adversarial system of collective bargaining, it will make a better world.

Chuck Emberson

I don't think anybody is ever going to accuse me of being in bed with management, but they can accuse me any day of the week of doing my job—and that's protecting workers in the workplace. And that is, if I have to agree with them, then I'm going to agree to what I have to, because I want to make sure that we improve the conditions—that's my bottom line!

Jim Bryson

I want to clarify one point. I started out by saying these people do exist, and I believe they do. My question was regarding the magnitude of this particular group. I would like to thank the panel, because I realize the magnitude is not that great, and there's still hope that if we go on trying we'll succeed.

Close of workshop

Lillian Vine

What encouraging words! In our last workshop, I overheard someone on the way to a meal say "I don't know if I'm learning anything. Outside of the expert panel, it's just been us bringing our own knowledge and our own experience to the table." "Exactly," replied the other; "isn't it wonderful? I wouldn't have come to listen to some expert talk at me for two days."

I find this workshop process very exciting. The word which I heard today, and at the last workshop, and the one before that and the one before that, and I hope the one after this and many more to come, is commonality. There really is a lot of common ground. You all say we have to do things jointly; those people you talk about, Jim, you all know they exist, but you don't think much of how they behave and certainly don't want to be counted among them. What you've said as management is "I don't want to hold tight"; you in labour said "I don't want to fight for the power." What you've all said in this workshop and in all our others is "unless we work together, we're not going to get anywhere."

You have had concerns about the people who aren't here. I, too, wish they were here. We have to acknowledge that it is difficult to reach unorganized labour; it is hard to reach small business. Some of you have the contacts, some of your associations have the contacts, some of your governments have the contacts. We'd like it very, very much if you could encourage, with an incentive or with words of encouragement (I think incentives might work better), people from these groups who are not usually represented to have the opportunity to speak for themselves at our workshops.

I'm on the Board of Education for the City of Hamilton. You talked about the importance of communication. We've heard from several workshops that health and safety should be an integral part of the education system and shouldn't be divorced from other curriculum. Education isn't the three Rs anymore. Health, safety, knowing what you're doing and how to do it safely, knowing how to talk to others, knowing how to work with other people, knowing how to learn—these skills will lead you to the three Rs or the keys to the new technology or to whatever knowledge is necessary. I will take that message back to my own Board and to my Provincial Trustee association.

I was asked about evaluation—whether we had a form. Based on what the person who asked said, I'd love to have one to give her right away, because we were going to score very, very high. But we don't—we don't because I've never found one that I liked or that told me much. I've been at workshops where I was very unhappy, but I can't bring myself to say "very bad." Or I get annoyed because I get very involved and I want to go on talking

Lillian Vine *continued*

to people and I don't want to waste time making check marks. But we do want to hear your comments. Praise is terrific; I love it; we all do. Criticism—we at the Centre take it very seriously and try to improve. I take your point very seriously, Doug, about wanting to hear what's going on in the mixed groups along the way. We've not done it because of time; but I think we could build in some time for that kind of communication. I know many would like that kind of interaction; I know it from the groups I see congregating in the hallways when I try to push them into the next session.

We have many people to thank today. Our speakers, Linda Jolley, and Georgio Gaudet; and Tom Farrell, who came to speak on a panel and has stayed throughout. And from the BC Experience—Verna Ledger, Bert Painter and Bob Sitter. Bert Painter and Verna Ledger, along with Alan Tompkins, also acted as work group chairmen. Many have put in a lot of work and contributed a great deal, not the least of whom are the present panelists. You selected them from your groups to speak for you, to report on your behalf. So it is all of you who are speaking on this panel. The proceedings which we will prepare are also yours—they're your own words. We edit them, then send them to the group leaders to make sure that what you wanted to say is accurately reflected. Then we distribute them to many people in Canada. We hear from many people that they want the proceedings; that they've read the proceedings; and that the proceedings have had an effect on their workplace. At one of our workshops, someone said, "Just by having been here a change has happened in the workplace, because when we go back, we've changed because we talked and found common ground." Maybe it's a slow process, but it seems to be working, and we're very excited about it.

I'd like to particularly thank Bert Painter. In the beginning, there was Bert Painter; he met Gordon Atherley, was interested in this process, and then talked to me. And we talked about the possibility of this workshop. We've worked on the planning together; it's been fun. We met in Vancouver and we met in Toronto. We talked over the telephone; we've even written a letter or two. And he has given tremendous leadership to this workshop.

Any one of you can request a workshop on a topic of occupational health and safety. We'll talk about it; we'll discuss the feasibility. If we agree, we'll prepare a proposal, take it to our Executive Board for approval, and once it is approved, we're off and running. Some of you here today are repeaters; some of you are new faces. I hope you will become repeaters and bring others with you. I hope you'll take seriously the invitation to comment, to request and to bring along those people you can reach we haven't yet been able to reach.

Lillian Vine *continued*

For the last word, I'm going to call on our President, Gordon Atherley.

Gordon Atherley

It's a great pleasure to see so many of you here and to be here myself. We negotiated how many of us should appear, and it was felt that some of us, like Martin and I, should not be too much in evidence. So we were sent to Ottawa to defend the Centre to the government. I must say I would much rather have been here.

What came to me from listening to the panel, was the parallel between this workshop and a good occupational health and safety committee, with an attentive and responsive management, one that is listening and taking it seriously.

If there is any sense that what you've been saying which reflects this power of jointness, constitutes a message which might usefully be delivered to some audience someplace we, the Centre, could help.

Let me give you an example. We held a workshop on the very controversial question of mandatory drug testing. A group such as this settled down into smaller groups and sorted out some positions. They agreed on some things and disagreed on certain others. But at the end they said they would like what they were saying to be heard by the Ministers across Canada who were struggling with this issue. They asked us to write up their recommendations, their conclusions, their agreements and disagreements and send them to the Ministers. The Ministers, most if not all of them, wrote back saying, "Thank you. We'll seriously consider what you're saying."

It may be that the workshop has been saying something that you've believed all along, but you've needed some kind of support, some kind of ratification by other people. If you're from management, to hear that labour feels and government feels much as you do on an issue, immensely strengthens your point, and that applies to the others. That there is a commonality of approach can be taken from this workshop and transmitted. If you feel we have a useful role in disseminating this information, disseminating the "it" that you've reached, we would be delighted to do it.

The idea of these workshops began with our governing Council, which is tripartite. I think it's another example of how tripartite approaches generate newness. Jointness is not just strong, it is also new; there are new perspectives, new perceptions. Martin O'Connell is the Chairman of the Council of Governors; it's a

Gordon Atherley *continued*

large council because it's representative of management, labour and government from across the country; our Governors direct, they lead, they set the policies, they set the direction for the Centre. We hope that by following through on their direction by running workshops like this we are further strengthening the tripartite process in Canada.

Tripartism has its limitations; there are things that people would like the Centre to do, which we don't do because they're inappropriate for a tripartite body. But nevertheless, the commonality is there. And in a way that doesn't cause too much tension, we want to extend the common ground and widen it and stretch it so that in the end Canada has a national organization which is fundamentally useful to the stakeholders in occupational health and safety—labour, management, government and professionals. And if we are that, we will have succeeded. To the extent that this workshop has satisfied your needs, it's been a step forward for this organization, the Canadian Centre for Occupational Health and Safety.

What I've heard has given me ideas, and I hope the same is true for you. What I'd like to be able to report to our tripartite Executive Board next week is that this has been another exercise in jointness which has had power and which we think paves the way for further activities of this kind. I'm confident this is the case--if anybody wants to disagree with me, please would they do so afterwards! If it has been the case, the responsibility, the work and all the credit is due to you the participants, you the panelists, you the members of the working groups, you the people who contributed your thoughts, you the people who said what you thought, you the people who worked to the final consensus.

Thank you very much indeed for giving so much to this process. Thank you very much for supporting us in what we think is a useful process. We all hope that you will become repeaters and that you will spread the word, the word of what you achieved or the word about the workshops, among the people you think should be here who are not. And I can assure you that we will do our best to respond! Thank you very much indeed and safe home.

Workshop Participants

Mr John Addison
Service Manager
Tandet Truck Leasing

Mr Vic Bachmeier
Mine, Safety & Training Supervisor
Domtar Construction Materials

Ms Daphne Billingsley
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Mr Barry Blyth
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Ontario Ministry of Labour

Mr Dorwin Brown
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Secretary, Health & Safety Committee
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Mr Tom Farrell
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Mr Tom Howarth
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Mr Derek James
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Mr John Johnston
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Ms Linda Jolley
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